

CAB13416771

COMMITTEE	MEMO NO.	SUBJECT	CLASSIFICATION
TIDO(C)(05)	1	AD HOC MINISTERIAL GROUP ON COMMUNICATIONS	RESTRICTED
	2	OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL TERRORISM (COMMUNICATIONS)	RESTRICTED
	3	TIDO C: COMMUNICATING THE THREAT FROM INTERNATIONAL TERRORISM	RESTRICTED
	4	TIDO C: COMMUNICATING THE THREAT FROM INTERNATIONAL TERRORISM	RESTRICTED
	5	NUMBER NOT USED	UNCLASSIFIED
	6	FROM WORLD TO WARD - COUNTER TERRORISM AND ENGAGEMENT COMMUNICATION STRATEGY	RESTRICTED
	7	CONTEST AND COMMUNICATION	RESTRICTED
	1	NUMBER NOT USED	UNCLASSIFIED
	2	NUMBER NOT USED	UNCLASSIFIED
	3	i. CONTEST COMMUNICATION PLAN ii. IMPROVING COMMUNICATIONS WITH BUSINESS iii. COMMUNICATING THE THREAT FROM INTERNATIONAL TERRORISM iv. AOB	RESTRICTED
	4	i. CONTEST COMMUNICATIONS PLAN - "WORLD TO WARD AND NEXT STEPS" ii. AOB	RESTRICTED
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TIDO(C)(05) 3rd Meeting

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OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM (COMMUNICATIONS)

MINUTES of a Meeting held in Conference Room A, 70 Whitehall
On WEDNESDAY 15th JUNE 2005 at 12.00 pm

PRESENT

Howell James
Cabinet Office
(in the Chair)

Bob Whalley
Home Office

Helen Bayne
Home Office

Phillip Parham
Foreign and Commonwealth Office

Julia Simpson
Home Office

Liz Kane
Foreign and Commonwealth Office

Kay Stokoe
Foreign and Commonwealth Office

John Worrie
Cabinet Office

Carol MacCall
Cabinet Office

Alun Evans
Office of the Deputy Prime Minister

Jane Groom
Office of the Deputy Prime Minister

Nick Court
Department for Transport

John Hibbs
Department of Health

John Grubb
Department for Transport

Tim Mahony
Association of Chief Police Officers

SECRETARIAT

B Mann
R Hargreaves
A Cruttwell

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CAB134 / 6771 Meeting dated 15/6/05

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2	IMPROVING COMMUNICATIONS WITH BUSINESS	
3	COMMUNICATING THE THREAT FROM INTERNATIONAL TERRORISM	
4	OTHER BUSINESS	

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1. CONTEST COMMUNICATIONS STRATEGY

The Committee had before it 'Counter Terrorism and Resilience Communications Strategy' (TIDO(C)(05)(05), a paper by the Cabinet Office. Introducing the paper, the CHAIRMAN highlighted key changes to the Strategy. The revised version offered a better balance between counter-terrorist and resilience work, linking CONTEST to the wider civil protection agenda. It split out a seventh audience group, opinion formers, reflecting the difficulty of constructing effective messages which met the technical needs of practitioners and the less technical needs of parliamentarians and journalists. It provided a clearer top line message, with applicability to all departments, and proposed supporting it with more fulsome detailed briefing. Finally, it identified clear ownership of workstreams, with a central co-ordinating role for Cabinet Office.

The CHAIRMAN emphasised that the paper was still in draft. Comments would be very welcome from all members of the Committee.

In discussion, the following main points were made:

- a) the changes to the paper were very welcome, particularly the improved balance between counter terrorism and resilience work;
- b) strong central messages were important and necessary, but in practice a difficult balance had to be struck between the core script and individual departmental messages;
- c) although more coherent in policy terms, the paper needed further high level input from Departments' Communications Directorates
- d) the integration of the domestic and international perspectives was welcome, but needed to be developed further to ensure that messages and communications mechanisms worked well both within and outside the UK;
- e) the work plans and the covering paper should also include reference to public expenditure implications; and
- f) the Strategy now needed to be translated into tangible work programmes based around the work plans produced by individual departments, with those work plans shared around all departments and checked for consistency at the centre.

Summing up, the CHAIRMAN thanked departments for their contributions, and said that the paper would be revised accordingly. He said that the next step would be for departments to produce work plans for incorporation into the final paper, which should go to Ministers as soon as practical.

The Committee –

Agreed.

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2. IMPROVING COMMUNICATIONS WITH BUSINESS

The Committee had before it 'Improving communication with business – a programme for change' (TIDO(C)(05)(04), a paper by the Cabinet Office.

Introducing the paper, the CABINET OFFICE said that following meetings with business representatives in the autumn, the Home Office had led a group of interested departments and business organisations to develop a programme for improving communication with business on civil protection issues.

The paper set out three workstreams, delivering over the next year and linking closely into the milestone dates established by Civil Contingencies Act implementation. The first was a continuation of existing provision of counter terrorism and resilience advice, which could not be disrupted by any wider revision of communication with business. The second was a consolidation of advice to business. This would happen in two stages. Over the next four to five months, work would be done to streamline sources of advice, including revision of the *ukresilience* and *preparingforemergencies* websites to establish a single gateway for business on civil protection issues. Over the next nine months, departments would work to consolidate the advice itself, revising material to reduce duplication and bring more coherence. The third workstream was a review of policy engagement with business, with refinement of structures to bring businesses representatives into the policy making process over the next six months.

The HOME OFFICE said that they strongly endorsed the approach, and emphasised the close engagement they had fostered with business representatives through the working group.

In discussion, the following main points were made:

- g) the proposals were a welcome step forward, and provided a strong platform from which a real difference could be made in a key area;
- h) the good work done with business in London was an exemplar, and its lessons should be drawn up to the central government level as well as providing a model for other regions;
- i) there would always be issues around the sharing of sensitive information with business, but there should be a willingness to share more in order to foster better understanding and trust; and
- j) international business interests and processes for engaging business on civil protection issues overseas should be recognised in the paper.

Summing up, the CHAIRMAN said that the proposals represented significant progress. Subject to any additional comments by departments, the proposals should go forward to Ministers for discussion and approval.

The Committee –
Agreed.

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3. COMMUNICATING THE THREAT FROM INTERNATIONAL TERRORISM

The CHAIRMAN referred the Committee to the recent round of correspondence about the presentation of the threat from international terrorism. He offered departments the opportunity to update their positions and share their views.

The FOREIGN OFFICE said that they had originally raised the issue because they were concerned about the coverage of recent terrorism cases, and the extent to which that reporting was accurate and constructive. They suggested that more might be done deliberately to shape the agenda and the debate. There had to be a clear central direction.

The HOME OFFICE said that it was important to set the right tone, and to deliver consistent messages from all those organisations involved. This included making sure that international partners also used the same messages.

The ASSOCIATION OF CHIEF POLICE OFFICERS said that they had procedures in place for handling media interest at the end of terrorism trials, but that active approaches in advance were difficult because the details remained sub judice.

Summing up, the CHAIRMAN said that it was important to handle short term issues effectively, and also to build relationships and share information in quieter periods to shape underpinning understanding and expectations. These twin workstreams should be built into the Communications Strategy.

The Committee –

Agreed.

4. OTHER BUSINESS

The FOREIGN OFFICE asked what progress had been made on considering the case for some form of summary publication which set out the high level detail of CONTEST and related work. They noted the usefulness of such a document for both domestic and international audiences.

The HOME OFFICE asked whether the Security and Intelligence Co-ordinator planned to continue with briefings for representatives of key stakeholder groups.

The CHAIRMAN proposed that he should discuss these issues with the Security and Intelligence Co-ordinator, and then revert to the Committee.

The Committee –

Agreed.

Cabinet Office
17 June 2005

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TIDO(C)(05) 4th Meeting

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CABINET

OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM
(COMMUNICATIONS)

MINUTES of a MEETING held in
Conference C, Cabinet Office on
THURSDAY 24 NOVEMBER 2005 at 4:00 pm

PRESENT

Mr H James
Cabinet Office
(In the Chair)

Ms J Groom
Office of the Deputy Prime Minister

Mr P Parham
Foreign and Commonwealth Office

Mr J Davies
Foreign and Commonwealth Office

Mr A Jackson
Foreign and Commonwealth Office

Mr J Grubb
Department for Transport

Mr N Court
Department for Transport

Ms K Murrell
Department of Health

Mr W Nye
Home Office

Ms H Bayne
Home Office

Ms J Simpson
Home Office

Mr J Worne
Cabinet Office

Ms M Aired
Cabinet Office

Mr C Bird
Cabinet Office

Mr J Toker
Cabinet Office

Mr C Wright
Cabinet Office

Mr D Halpern
Cabinet Office

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SECRETARIAT
Mr A Cruttwell
Mr R Hargreaves
Mr D Jones

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ITEM	SUBJECT
1.	CONTEST COMMUNICATIONS PLAN – “WORLD TO WARD AND NEXT STEPS”
2.	ANY OTHER BUSINESS

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CAB/36/6771

Meeting dated 24/11/05

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1. CONTEST COMMUNICATIONS PLAN – “WORLD TO WARD” AND NEXT STEPS

The Committee had before it ‘CONTEST and Communication’ (TDO(C)(05)(07), a paper by the Chair to the Committee. Introducing the paper, the CHAIRMAN noted by way of context that he had recently met with Hazel Blears Minister of State for Crime Security and Communities, Home Office, who endorsed the Counter Terrorism and Engagement Communications Strategy that brings together the ‘Prevent’ element of CONTEST with work to engage Muslim communities. The Minister was keen for the delivery of the action inherent in the “World to Ward” strategy; the delivery of a full CONTEST communications strategy, whereby the other three strands are subjected to a level of analysis similar to that of ‘Prevent’; and as part of the ‘Prepare’ strand scoping of further work on “Go in, Stay in, Tune in”. The CHAIRMAN drew the Committee’s attention to the matrix setting out delivery of the “World to Ward” programme and the requirement that Departments be prepared to provide named responsible owners in each section; and to the proposed communications work to support the other ‘P’ mission areas.

2. The CABINET OFFICE emphasised that clear ownership of the objectives of the “World to Ward” strategy would be key to delivery. The Committee’s attention was drawn to the proposed lead responsibilities contained in the delivery plan and asked to submit names for each of the work-strands relevant to their department. Additional comments on the objectives of the “World to Ward” as well as the core script would also be welcome.

3. In discussion, the following main points were made:

- a) the Prime Minister’s Delivery Unit had emphasised the need for single named responsible owners for each objective to ensure clear ownership and accountable delivery. The Cabinet Office would help

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clarify accountabilities once named owners for specific work-strands were submitted;

- b) the objectives of the strategy were welcomed, although there was a need to ensure consistency with the over-arching objectives of the 'Prevent' element of CONTEST as these emerged to ensure coherence;
- c) it would be important for the clear responsibilities for the strategy objectives to be underpinned by clear funding and Ministerial ownership;
- d) the Cabinet had welcomed presentations from the Security Service and Met Police on aspects of CONTEST, and had requested a further presentation from the Secret Intelligence Service on the global threat of terrorism. It was therefore clear that the work on communicating CONTEST was a high priority;
- e) the "World to Ward" core script was welcomed. It was noted that as a dynamic document ongoing work would be needed to ensure its relevance and credibility. Similarly, key themes should be developed to more fully cover overseas elements;
- f) objectives two and five of the "World to Ward" strategy should be merged with William Nye, Home Office, as the named lead. This was welcomed and it was emphasised that views on the streamlining of objectives were welcome; and
- g) it was noted that research, such as that which underpinned delivery of the "World to Ward" strategy, was due to be discussed at a meeting of TIDO(SD) on 28 November.

7. The CHAIRMAN requested views from the Committee members on the proposed communications work to support the other 'P' mission areas.

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8. The CABINET OFFICE said that the issue of the communication of threat levels and alert states is being addressed under TIDO(SD)(PROTECT). The working group taking forward the review had agreed to invite John Toker to be a member of that group to ensure that communications issues can be addressed and to progress a communications campaign that will incorporate threat levels and alert states as part of a wider communication strategy for the 'Protect' strand of CONTEST.

9. The HOME OFFICE and FOREIGN OFFICE said that work was ongoing on communicating the 'Pursue' strand of CONTEST and the feasibility and wisdom of developing a more proactive and overt communications strategy. There may be a case for communicating successes as part of an overall public reassurance plan. The valuable 'Pursue' communications work done prior to the July London bombings should not be forgotten.

10. The CABINET OFFICE said that work was ongoing under the 'Prepare' strand to build on the success of the "Preparing for Emergencies" booklet by sharpening the "Go in Stay in Tune in" brand and developing a more permanent campaign to embed it and other key messages in the public consciousness. A working group was being set up to scope next steps, messages and budgets. Volunteers to join this group would be welcomed from the Committee.

11. In discussion, the following points were made:

- h) there was a need to prioritise the different strands of the communications work to ensure all the different work could be delivered. A steer from Ministers would be welcomed. However, Hazel Blears had made clear that she was prioritising the 'Prepare' and 'Protect' strands of work;

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- i) the Home Office would need to be closely involved from a policy as well as communications perspective on work to scope additional communication work on the 'Prepare' strand. Helen Bayne confirmed she was happy to be involved.

ii) the 'Prepare' strand of CONTEST also involves communicating non-terrorism threats and hazards. This work was clearly different in nature, with a focus on co-ordinating existing material, strengthening the existing "Preparing for Emergencies" brand, and communications with business. It would need to progress at a different speed to counter-terrorism communications; and

- k) it was suggested that outside professional advice could add value to the work on communicating CONTEST, perhaps once initial delivery plans were in place.

10. Summing up, the CHAIRMAN thanked Committee members for their contributions, and noted:

- i.) that lead responsibilities, with named policy and communications officials, should be sent by Committee members to the Cabinet Office by 30 November;
- ii.) that additional comments on the "World to Ward" objectives and core script should also be sent by 30 November; and
- iii.) that nominations from the Committee to participate in the working group for taking forward the Preparing for Emergencies work should be sent to the Cabinet Office by 2 December.

11. The CHAIRMAN also noted that committee members should be ready to report on progress of delivery of "World to Ward" objectives which they or departmental colleagues are responsible for at the next TIDO(C) meeting.

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The Committee –

Agreed.

2. ANY OTHER BUSINESS

12. The CHAIR said that TIDO(C) would meet again shortly after the AD HOC MINISTERIAL GROUP ON COMMUNICATIONS in the new year.

The Committee –

Took note.

Cabinet Office

29 November 2005

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OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM (COMMUNICATIONS)

AD HOC MINISTERIAL GROUP ON COMMUNICATIONS

The attached letter from the Minister of State, Foreign and Commonwealth Office is circulated for the information of the Sub-Committee.

Signed

C PLUMRIDGE
L SHERWIN
A CRUTTWELL

Cabinet Office
14 February 2005

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Foreign &
Commonwealth
Office

08 February 2005

Ad Hoc Ministerial Group on Communications

London SW1A 2AH

Dear Colleagues

From The Minister of State

I am sorry that I cannot join you tomorrow for the Ad Hoc Ministerial Group on Communications. The Foreign Secretary has asked me, at short notice, to represent him at a NATO Ministerial. Edward Oakden, the FCO's CT envoy, will represent me. However, I thought it might be useful if I sent you some thoughts ahead of the meeting.

I agree that, as set out in AHGC(05)02, CT policy is likely to continue to be dominated in the coming months by the liberty vs. security debate. I have already seen during my recent trips, that this debate has resonance overseas as well as at home. I hope we will be able to incorporate this overseas angle into our communications strategy, including the proposed pamphlet.

AGHC(05)02 also asks if we should address any specific overseas issues in our communications strategy. I enclose a framework for an overseas CT Communications Strategy. This was approved by TIDO(O) last July. It sets out in single terms under the four 'P's the aim of the strategy, key audiences, key messages, key means and current activity. FCO officials have been working with Home Office and other colleagues to mesh this developing strategy with the evolving domestic strategy. The establishment of TIDO (Comms) should help this process. I hope the Ad Hoc Group will encourage officials to continue developing a comprehensive communications strategy.

I should mention the plan to establish a bilateral UK/US Working Group on International CT Strategy. We hope this will look at international communications strategy, including the development of a "single narrative" to counter the AQ "single narrative" (a beguilingly simple, direct message, easily communicated and easily absorbed) as discussed at the US/UK Joint Contact Group in December.

I agree with paragraph 2 of AHGC(05)03 on the nature of the publication of Contest. On timing, however, I do not think we could be ready to combine publishing the Contest strategy with the liberty vs. security pamphlet. But nor would I like us to hold up publication of the Contest strategy until the debate has concluded. We should continue work to prepare the Contest publication and agree the publication date once that work is complete.

Liz Symons

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TIDO(C)(05)02

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OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM (COMMUNICATIONS)

The attached report from the Home Office is circulated for the information of the
Sub- Committee

Signed: C Plumridge
L Sherwin
A Cruttwell

Cabinet Office
15 February 2005

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ANALYSIS: DECEMBER TO FEBRUARY

Asian Tsunami

The tsunami on 26 December is thought to have killed over 280,000 people. Currently, 56 British nationals are known to have died so far and a further 170 or so are missing and thought highly likely to have been caught up in the event (though these numbers are changing all the time). The UK has played a leading role in the international response to the disaster. UK emergency response arrangements were activated including a national casualty bureau run by the Metropolitan Police, the London mass fatalities plan to handle returning bodies, as well as other arrangements to provide support to survivors and their relatives as well as wider community support for some minority groups. Specific arrangements have been put in place to enable the issue of death certificates by the FCO, at the request of the families, where there is no body, but reasonable evidence that the person was killed by the tsunami. And there remains the possibility that new legislation might be needed to enable the police to access bank and phone records to help establish the last movements of missing people and any signs of life since the tsunami struck.

Flooding

In the first weekend of January, heavy and persistent rain led to flooding in parts of north Wales, north east and north west England. Carlisle was the worst affected area with one month's worth of rain falling in 36 hours leading to serious flooding of around 3000 properties in the city centre and the evacuation of some 500 people. Impacts were most severe in the north west including loss of power to homes, businesses and sewage works, and loss of telephone communications, although all were restored within 4 days. In the north east, Hexham's water supply was lost due to loss of a water main which took nearly two weeks to restore; interim measures by Northumbrian Water included supplying bottled water to residents and setting up a temporary water main including a bridge crossing. Local authorities worked with other agencies, including Regional Resilience Teams in the Government Offices in the Region, to ensure a swift return to normality.

North West Scotland was also hit by severe storms in mid-January leading to loss of power and localised flooding. The response was coordinated locally by the emergency services and local authorities.

16 December, the Law Lords ruling

On 16 December, the Law Lords allowed the appeal by those detained under the Anti-Terrorism Crime and Security Act. They declared that section 23 of the ATCSA is incompatible with articles 5 and 14 of the ECHR in so far as it is disproportionate and permits the detention of suspected international terrorists in a way that discriminates on the ground of nationality or immigration status. This issue has remained the focus of media coverage particularly in the context of the return of the 4 UK citizens held by the US at Guantanamo Bay.

The Home Secretary Charles Clarke has proposed the introduction of control orders to replace the powers to detain foreign suspects without trial. This would apply to UK and foreign nationals. Although originally hailed by Liberty as a welcome change of tack by the Government the opinion of commentators appears to be divided on whether this will meet the concerns about contravention of human rights. This has highlighted the debate of individual liberty versus national security formally begun by David Blunkett through publication of a consultation document on 25 February 2004 (*Counter Terrorism Powers: Reconciling Security and Liberty in an Open Society*).

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TERRORIST THREAT

- Terrorist threat remains real and serious. But the threat is not, at the current time, to specific targets. Public should remain alert not alarmed.
- The breadth of terrorism is global. Sixty nations on five continents have been affected by terrorist attacks in recent years.
- Much has been done since September 11 2001 to thwart attacks and to damage terrorists' abilities. But no country is immune from attack and it is simply not possible to guarantee against attacks in the future.

THE GOVERNMENT'S COUNTER-TERRORISM STRATEGY

Prevention – addressing the causes of terrorism

- working to resolve the international disputes which fuel terrorist organisations and recruitment.
- committed to ensuring that all our citizens feel fully part of a civil society
eg: legislating to make it illegal to incite hatred on religious grounds.

Pursuit – disrupting terrorist organisations

- understanding better the capabilities and intentions of terrorist organisations
- disrupting terrorists' ability to operate at home and overseas eg: targeting terrorist funds - around US\$500,000 of terrorist assets remain frozen in the UK
- unprecedented levels of international law enforcement and intelligence co-operation

Protection – having security measures in place

- protecting areas at particular risk eg focus efforts with key sectors to protect the critical national infrastructure.
- working closely with other government departments, agencies and key stakeholders that all have a part to play in reducing vulnerability to terrorist threats.
- Working within the international partners international counter-terrorism operations have made it more difficult for AQ to avoid capture and created an international environment hostile to terrorists.

Preparedness – exercising contingency plans

- ensuring we are prepared to deal with all emergencies including those that could be caused by terrorist attacks with the Civil Contingencies Act statutory and regulatory framework for civil protection in the United Kingdom
- practicing for a range of scenarios through regular counter-terrorism exercises
- developing the range of generic capabilities that can deal with disruptive challenges to the UK.

UK Role in International Co-operation

The UK plays a crucial role in building and maintaining a broad international consensus to combat international terrorism egs:

- Provided CT assistance to more than 25 states since 9/11 from the CT strand of the Global Opportunities Fund
- Working through multilateral bodies to achieve our counter-terrorism objectives including the G8, UN, NATO and EU.

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Report dated 15/2/05

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Counter-Terrorism and Resilience Public Information and Media Monthly Report – January 2005

BACKGROUND

This is the sixth monthly report for DOP(IT) T and R Ministers incorporating the latest public lines and highlighting opportunities to get across key messages. The layout has been reorganised to highlight key messages.

The Ad Hoc Ministerial Comms group, chaired by Hazel Blears will meet on 9 February. This report will help inform the work of that group.

The next report will be at the beginning of March 2005. Any comments or additions would be welcome.

KEY MESSAGES

CURRENT ISSUES

- **Pandemic flu:** The UK keeps a close watch on the emerging threat posed by the H5N1 strain of bird flu, currently widespread in Asia, which is lethal to people but cannot at present pass readily between them. The Department of Health is revising its pandemic flu plan which will be issued in due course.
- **16 December, the Law Lords ruling:** *[allowing the appeal by those detained under the Anti-Terrorism Crime and Security Act]*: need to study this judgement carefully. It will ultimately be for Parliament to decide whether and how we should amend the law. Home Secretary outlined proposals in Parliament on 26 January to replace current detention powers with control orders for use in exceptional circumstances against suspected terrorist regardless of nationality. Home Secretary will introduce legislation shortly.
- **Islam and terrorism:** Muslim leaders have repeatedly condemned all forms of terrorism. Ministers are in regular contact with Muslim organisations, including the Muslim Council for Britain.
- **Intercept as Evidence:** The Written Statement on 26 January 2005 made it clear the Government had looked at the evidence of a specially-commissioned review, but had not been persuaded that the law should be changed to permit the use of intercept evidence in courts. The review of intercept as evidence showed that there might be a modest increase in convictions of lower level criminals with no guarantee that this would be sustainable.

Intercept evidence is not a 'silver bullet'. Its main value is likely to continue to be to help intelligence agencies and law enforcement to deploy other techniques – eg surveillance, eavesdropping, use of informers – in effectively obtaining evidence which can be used in court. It does not stand alone. And we do convict these people now without having to admit that intercept helped in bringing them to justice.

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Analysis: December To February continued

Islam and terrorism

The levels of concern about the connections made between Islam and terrorism remain high. Some Muslim citizens lack confidence in the impartiality of our counter-terrorism laws and in the police. The Independent Police Complaints Commission (IPCC) is seeking to assist in this issue by reviewing all complaints regarding arrests made during counter-terrorist operations.

KEY FOCUS POINTS TO MARCH

Resilience

The ban on hunting with dogs comes into force on 18 February and is likely to generate vociferous protests from hunt supporters. UK health departments are working to ensure that robust response arrangements are in place to address pandemic flu, and cross-departmental planning is at an advanced stage. February is traditionally the coldest month of the year and there is the normal winter risk of disruption from severe weather.

Counter-Terrorism

For the coming months the focus is most likely to remain on the Anti-Terrorism Crime and Security Act, the powers to detain foreign suspects without trial and their replacement with control orders. This is likely to set the context for the forthcoming criminal and extradition trials.

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SUMMARY OF RECENT EVENTS

Jan - Nick Raynsford visit to Multi-Agency Initial Assessment Team (MAIAT)
18 Jan - CBRN 'Bidders Conference' (Home Office - CBRN Science and Technology Programme)
10 Jan - Post 9/11 London Resilience Forum Business Breakfast (Hazel Blears and Nick Raynsford)
25 Jan - Announcement of intention to set up Government Decontamination Service (GDS)
28 Jan - News Dimension Programme Seminar (ODPM)
28 Jan - Second edition of HO newsletter, 'CBRN News'
Various dates - 9 Regional Resilience Seminars run in England and 2 in Wales as part of the public consultation on the draft regulations and guidance underpinning Part One of the Civil Contingencies Act (Cabinet Office).

FORTHCOMING KEY EVENTS

Feb:

9-10 ACPO Counter-Terrorism seminar (Home Office)
10 Exercise Sunset in Northampton (Fire Service)
11 Lab Party Spring conference, Newcastle (11-13)
14 Foreign Sec to Pakistan, Afghanistan, India
18 Ban on Hunting comes into force
21 - NE Business Continuity Conference. Keynote speech by Nick Raynsford
22 Hazel Blears speaks at RUSI conference (terror theme)
Foreign Sec at FAC re War v Terror 3-5.30pm
Tba Met Police two weeks counter-terrorism awareness publicity campaign
24 Foreign Sec possible keynote speech RUSI Terrorism conference
Rotterdam trial of man re 'Islamist plot' v Dutch govt buildings
25 One-day Abu Hamza hearing re dismissal of charges plea
28 3 Kenyans return to ct re '98 bombing of US Embassy
28 Feb - 3 March Nick Raynsford visit to USA - New York and Washington

March:

1 Home Sec at Home Affairs Committee
2 Babar Ahmad extradition full hearing due (2-3) - US anti-terror request
3 G8/Arab League, Cairo (Straw to chair, inc Rice travel from London)
11 Anniversary Madrid train bombings. Spain hosts anti-terror 'Democracy, Terror, Security' conference (PM invited to Heads of Govt session 10 & 11)
Conservative Party Spring conferences, Brighton
14 HAC terrorism report published (tb confirmed)
Part 4 ATCS powers renewal debates - tb confirmed
16 Annual Fire Conference in Portsmouth. Nick Raynsford speaking
23 Foreign Sec: G8 Foreign Ministers meet, Lancaster House
Abu Hamza hearing

April:

4-8 Transatlantic counter terrorism exercise US/UK/Canada - Atlantic Blue

May:

Tbc Award of contract on the Firelink project - programme to deliver a nationwide radio system for the Fire and Rescue Service.

July:

1 UK EU 6-month Presidency July 1 to Dec 31
6 UK hosts G8 Summit, Gleneagles (6-8) HM Queen hosts

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CabinetOffice



Howell James CBE

Permanent Secretary, Government
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26 April 2005

Edward Oakden CMG
Director, Defence and Strategic Threats
Foreign & Commonwealth Office

Dear Edward,

**TIDO (C): COMMUNICATING THE THREAT FROM INTERNATIONAL
TERRORISM**

Thank you for your letter of 15th April. I certainly agree with your assessment of the media coverage following the trial of those alleged to be involved in the so called "ricin plot", which raised a number of issues but in particular the tricky question of how we communicate the reality of the threat to the general public.

I know the current Home Secretary (and his predecessor) wrestles with the dilemma of how the Government can practically give people a more real understanding of the threat, but doing so within the constraints of the legal system and protecting intelligence sources. I gather the Home Secretary is looking currently for ways to encourage a public debate on the 'security versus liberty' issue believing people (including the media) need to understand the nature and scale of the threat so they can have more informed views about whether measures taken to counter them are reasonable and proportionate (e.g. control orders).

I think there is merit in some of the work you suggest being done although you are right that it would presumably require considerable endeavour, mainly for the Police with input from the Security Service and FCO, to acquire all the necessary information and checking it can be used. Citing historical cases needs to be carefully handled; we would not wish to give anyone grounds for appeal.

I am happy to take advice on how much using the ricin case helps or hinders our arguments, but it did raise many other issues, not least that of removal of failed asylum seekers and it was the subject of crime reporters briefing by the Met so the media are fully aware of the details and the modus operandi of the gang we prosecuted.



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I would be interested in other views from members of TIDO(C) on the balance and benefit here in creating a document and the potential pitfalls it might present given the continuing concern about 'dossiers' in this arena.

I am copying this letter to Members of TIDO(C).

Yours

Howell

HOWELL JAMES



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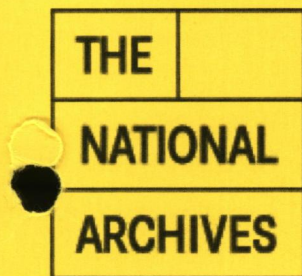
**OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM (COMMUNICATIONS)**

—
The attached letter from the Security Service is distributed for the information of
the Committee.

SECRETARIAT
C Plumridge
R Hargreaves
A Cruttwell

Cabinet Office
4 May 2005

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Use black or blue pen to complete form.

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Enter the department and series,
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OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL
TERRORISM (COMMUNICATIONS)

—
The attached letter from Howell James is distributed for
the information of the Committee.

SECRETARIAT

C Plumridge
R Hargreaves
A Cruttwell

Cabinet Office
26 October 2005

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Howell James CBE

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25 October

To: TIDO(C) members

**From World to Ward – counter terrorism and engagement
communications strategy**

As you know over the last month or so we have been working with departments to produce a communications strategy to bring together the Prevent element of Contest and the Muslim engagement action plan being led by the Home Office. I attach a copy of the strategy and allied products for your information.

It is not a conventional strategy as this is not a conventional problem. Its two themes are to make sure that the tough stance against terrorism is fully understood along with demonstrating to Muslims in the UK that we are trying to reduce the social aggravators of disaffection.

We have worked closely with FCO and HO on the core script, strategy and language, but also with delivery departments such as Health, Education, CPS, ODPM on the partnership angle as they provide the "touch points" where communities can get the help and services they need. I chaired a steering group of senior communicators from all these departments (most of which are represented on TIDO(C)) to make sure we handled the creation of this in an effective way.

Having sent the strategy to you my plan now, in the knowledge that FCO Ministers are content, is to discuss it with Hazel Blears on November 8 (I will write in advance to set out the key points copying in her Ad Hoc ministerial colleagues). She will no doubt take a view as to whether the strategy needs more formal ministerial clearance - although it will be mentioned at the November 10th DOP(IT) meeting.



I would like TIDO(C) to meet shortly after the DOP(IT) to discuss oversight and governance of the strategy. As a first step, and I would be grateful for your views in the interim, we need to know the names of the lead policy official and communications person responsible for the actions annotated in the grid (see column which at present just denotes departmental responsibility).

In the meantime it is important that departments now move forward speedily with the job of delivering the strategy and that they will be able to report progress when we next meet. With this in mind I would urge you to put the products attached to this strategy to relevant colleagues for immediate use – the core script, language and information about communities and so on, can all be used to good effect while the more medium and longer term issues come to fruition.

Howell James

HOWELL JAMES



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From World to Ward Counter-Terrorism and Engagement Core Script

Purpose

Flexible core script and guidance for ministers and officials that addresses both counter terrorism and engagement issues. The script can be adapted for different audiences by up-weighting combinations of the following themes:

Protect: Government has a responsibility to protect all citizens and what we stand for. Planning, committing or supporting terrorism will not be tolerated in the UK. Protecting common values – democracy, free speech, religious freedom and the benefits of healthcare and education. Explain necessarily tough, far reaching legislation, security, vigilance, extradition procedures etc

Partnership: Our response is based on consultation. Need for a community response, every community united behind common aim of protecting and developing common values; freedoms, rule of law, respect for others, inclusivity

Guidance

- **Balance:** - There is a need to balance the harder CT message so that it is not perceived as exacerbating the sense of Muslims being under scrutiny, isolated and marginalized particularly given the media's persistence in using such terms as "Islamic Terrorists". Terrorism is not committed by the 'Muslim Community'. There may be different stated motivations for terrorism, but there is never a justification.
- **From World to Ward:** - All CT/E communications from HMG must address issues that extend from world to ward level. From acknowledgement of international issues to the work being done on a very local domestic level to improve security and opportunity for all.
- **Islam** - We are not experts on Islam, we shouldn't talk about ideological acts but about criminal acts
- **The "Muslim Community"** – Implies more homogeneity than is the case. Use "British Muslims", "Muslim communities"; "leading Muslims" publicly.
- **Don't use religious or religious language** – Challenging terrorist ideology through debate must be a key element of our approach; however, much of this debate should be conducted by Muslim communities. Government can facilitate the debate but not lead it. Government has no credibility on the theological issues.
- **Never refer to "Islamic Terrorists"** – 'Islamist terrorists', 'Muslim Fundamentalists', 'Islamic Extremists' avoid any religious or cultural references to terrorism. They are terrorists, they are criminals and they are murderers.

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- **Focus on similarity** – ‘mainstream’ or ‘mainstream Muslims’ where appropriate but try to emphasise that Muslims are “[law abiding] citizens” above everything else. There should not be one register for Muslims and one for the rest. Emphasising racial/cultural difference reinforces barriers.
- **“Muslim community/world taking responsibility”** – Is something that is often said, and a message that only goes to support the terrorist rationale. Responsibility in this sense implies culpability – why should the “Muslim Community” be accepting responsibility for the actions of a tiny minority. “Responsibility” implies that terrorists are representing them by acting on their behalf.
- **Continuing the partnership** – Emphasise that the Government will continue to work ever more closely with every community, UK and overseas. Implicit is the message that the engagement work this summer is just the beginning of a strong mutually beneficial relationship with all communities.
- **Wider impacts of messages** – Combating terrorism and improving community cohesion, increasing opportunity and promoting diversity are not Muslim issues but issues for the entire UK. Do not alienate wider community through perceived pre-occupation with ‘pandering to Muslims’; ie improving capacity, investment and engagement messages should not be emphasised on a national (domestic) level, although it is a key international message.
- **Britishness** – Research illustrates that small and decreasing numbers of Muslims (particularly young) define themselves as British. What is the definition of Britishness? It means different things to different people. The logic has been that there is a cultural identity vacuum that has been created by the growing disaffection and alienation of young Muslims, this vacuum is being exploited by extremists, creating further barriers to community cohesion. It has suggested that this vacuum can be filled by defining and focusing on Britishness - a, nebulous term. We need to appeal to loyalties – and loyalty to such benefits and values as education, healthcare, democracy, freedom of speech, tolerance, opportunity etc will have more resonance than signing up to the concept of Britishness. Furthermore it strays into the heart of the terrorist’s message that one should be Muslim first and foremost, with no recognition of national boundaries, or national law. Invoking unproductive loyalty tests is the terrorists’ aim in order to divide and confuse.

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Key messages

- Terrorism is an abhorrent crime, which can never be justified and which all law-abiding British citizens condemn. The small number of extremists who claim to act in the name of Islam are enemies of all of society: Muslims in the UK and elsewhere are among those they kill.
- Community relations in the UK are very good. The UK is a vibrant, diverse and tolerant place where difference of opinion, background and faith is valued and embraced. The Government and public are determined that we should not allow extremist action to weaken the excellent community relations that we enjoy in the UK.
- The Government continues to work closely with Muslim communities to discuss how to best prevent young people from being drawn into extremism and a number of proposals have been drawn up. We welcome the support of faith and community leaders, with whom we are working in partnership to tackle extremism and radicalisation.

Core Script

Protect

- Terrorism is planned, conducted and glorified by murderers and criminals. There may be different stated motivations for terrorism, but there is never a justification. We will not tolerate those who plan, commit or glorify terrorism whether foreign nationals or UK citizens.
- The UK is a tolerant, diverse and vibrant place where difference of opinion, background and faith is valued and embraced. We should not take these values for granted. It is our collective responsibility to continue to defend them against those who seek to undermine that which we value.
- UK citizens have much in common – much more that unites us than divides us. We all benefit from living in a democracy, a society of free-speech, of cultural diversity, of tolerance of different lifestyles.
- Some things are not negotiable; we do not accept those who advocate violence and hatred, or abuse freedom of speech in order to justify terrorism.
- We have necessarily tough laws to counter terrorism. Powers to prevent and to prosecute terrorists and those who support them have been regularly updated to deal with changing threats.
- As well as security and surveillance to catch potential terrorists we have developed tough laws to prosecute every part of the terrorist network.

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- Such measures are necessary for the protection of every community and our shared way of life.
- Coming to the UK is not an automatic right and to be a UK citizen carries a duty - to share and support the values that makes the UK such a vibrant society
- Those who break that duty and incite hatred or engage in violence against us have no place here

Partnership

- In the UK we all have rights and responsibilities. Rights to freedom of speech, freedom of faith, to vote in elections and we all have the responsibility to protect these values
- Terrorists' ideology needs to be challenged and communities should be intolerant of extremism in all forms.
- Extremists of all types [RW, LW, Islamic] try to divide us; we must counter them by celebrating the things that unite us.
- The small number of extremists who act in the name of Islam are as much enemies of law abiding decent Muslims as they are to the rest of society.
- Members of Muslim communities working with government recognised the need to provide a consistent counter-narrative to young people looking for answers to the justifications for terrorism they may have encountered.
- Some, but by no means all conflicts in the world involve Muslims. But not because they are Muslim. Our goal is to help those affected reach a solution.
- The National Forum against Extremism and Islamophobia will help develop a youth oriented theological counter-narrative, taking on the extremists intellectually in order to win the 'war of ideas' and combat unacceptable readings of the Qu'ran.
- We must make it easier for young Muslims to obtain access to mainstream Islamic teachings in the English language that robustly oppose extremist ideology and their malignant misinterpretations of Islam.
- It is your right as a citizen to question UK foreign policy, as with any Government policy. In the UK we have the freedom to debate, to discuss and to disagree We want to listen and have this debate with you. There are many ways in which we can do this, so there can never be justification for violence where we disagree.

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- We are focused on finding solutions to the international issues that matter to us all. We need to work with others in the international community. There are no easy answers, but terrorism is never a reason to 'get your voice heard'.
- Terrorist actions do not discriminate. Muslims, Christians, Hindus Sikhs and Jews were killed in London terrorist attacks. We must respond with one voice, nationally and internationally.
- These people are terrorists and criminals- first and last [they do not, never have and never will act as representatives of Muslims or Islam]
- It is not the place for Government to question or judge an individual's faith. However, it is our duty to intervene when innocent lives could be put at risk by those who plan, commit or glorify terrorist activity
- Muslims are part of the solution - not the problem
- We need to build better relationships between cultures, we must celebrate how such diversity enriches our society, we must preserve cultural identities and unite in those things we share as UK citizens
- This is a vision that is shared by the vast majority of British citizens, of all faiths and none
- We will expand our efforts to improve opportunity and tackle inequality in every community [eg. Interfaith Fund]
- Helping to improve understanding of all faiths and to foster stronger links between all communities
- We need to speak to more of you more often. We will try and give every citizen an increased stake in how we are governed and policed.
- The UK is working to tackle inequality, deprivation and racism in all forms, at home and abroad.

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Language on terrorism

Why language matters

The search for an appropriate vocabulary to describe the new terrorist threat is not semantics, nor political correctness, but vital to ensure we do not use terms that are offensive to mainstream Muslims or that otherwise play into terrorist's hands.

It is not easy to find terms that are both accurate and non-offensive. The most accurate and inoffensive term is "**terrorism**" – this can be used to describe any movement or act which seeks to cause chaos, instability, fear and indiscriminate destruction in many countries for twisted reasons.

The problem

There is growing recognition of the difficulties and sensitivities of referring to Islam and Islamic theological ideas in terrorism terminology. The problem is that a small minority of extremists, of whom al-Qa'ida are the most prominent, seeks to use sacred Islamic texts to legitimise the use of indiscriminate violence against the West. Their contention that "the War against Terrorism" is a "War against Islam" is already a powerful propaganda tool.

We can inadvertently bolster their case by careless use of language, in particular the term "Islamic Terrorism". This is not only inaccurate (and offensive), it also plays into how terrorists justify their actions to their own constituencies and how they represent Western responses to terrorist activity. We need to employ language that neither glamorises terrorism and helps draw in recruits, nor stigmatises peaceful Muslims and helps create a backlash against them.

Terminology

The terms Islamism, fundamentalism, extremism and terrorism are used inconsistently and sometimes interchangeably in a way which may obscure the issues.

The term "al-Qa'ida" was useful for a time for avoiding religiously charged language. Usama bin Laden and his followers could accurately be described as extreme, militant, Islamists who justify violence (including indiscriminate attacks against civilians) as a form of 'jihad'. As AQ has evolved from an organisation to a loose network of localised groups, the term has become less helpful. Growing use of the term "al-Qa'ida related terrorism" is still problematic as there are a number of groups and individuals who pose a threat and identify with Usama bin Ladin's philosophy but are only vaguely

connected to the AQ organisation. It also gives them too much free publicity and endorsement by continued repetition of their name.

Do not say or use

Below are some commonly used terms which should **not** be used officially unless the author or speaker is absolutely sure they have their terminology correct.

Some of these distinctions and terms would be meaningless as well as potentially offensive to some Muslims.

- "Islam is/should/can...." etc (unless you are a Muslim with some knowledge of your own religion), especially to predominantly Muslim audiences. It is patronizing and counter-productive. Instead, use illustrations from your own experience/knowledge and let the audience draw the conclusion.
- "The Muslim community" - implies more homogeneity than is the case. Try "(some/many) British Muslims", "Muslims", "leading Muslims", "groups representing many Muslims" etc
- "Islamist terrorist", "Islamic terrorist" or "Muslim terrorist" are terms that most Muslims find offensive. (Terrorism is planned, conducted and glorified by criminals – not the Muslim community).
- Religious terms in general - eg jihad, shura, ijtihad

Definitions

- **Fundamentalist** - implies actively seeking to return to an original practice of the religion (any religion), including through literal interpretations of doctrine.
- **Islamist** - Muslims who attempt to implement Islamic values to all spheres of life. They seek to create a new, modern political structure informed by a strict reading of the Quran and the Hadith. Most Islamists do not promote violence, and seek change through the politicisation of Islam and political processes.
- **Jihadi/Jihadist terrorism** – the root of the Arabic work "jihad" suggests struggle and effort. Used by terrorists to explain their actions, based on a contested interpretation of classical Islamic texts which legitimise the resort to war against the state. Offensive to many Muslims and uses the terrorists own terms. Do not use.
- **Salafi** - a fundamentalist form of Islam that rejects all other Islamic schools of thought, and focuses on a literal, puritanical reading of the Quran and the Hadith. Salafi is highly conservative, rejects democracy and any accommodation of the West's dominant culture and focuses on theology

and orthodox living. Usama bin Laden's ideological inspiration comes from the Salafi school.

- **Wahhabi** - Wahhabism is a form of Salafi interpretation. The movement is named after its founder Shaykh Muhammad Bin-Abd-al-Wahhab (1703-91) whose descendants converted and then allied with the House of Saud to unify the kingdom in 1932. The movement sought to purify the Sunni sect, interprets the divine texts literally, and rejects anything non-Islamic or a deviation.
- **"Islamicist"** is a mis-reading.
- **Modern-Day Kharijite** - this phrase uses a term from within Islamic history to stress the unacceptability of terrorist and violent philosophies based on religious justification. The phrase conveys the idea of violence, intolerance and being outside mainstream Islam. Not well-understood outside the Islamic community.

Draft Version 3: 14.10.05		MUSLIM COUNTER TERROR & ENGAGEMENT COMMUNICATION STRATEGY				
Author: CB						
OBJECTIVE	STRATEGY IN BRIEF	KEY TOOLS & ACTIONS	PRIMARY CHANNELS	RESPONSIBILITY	RESOURCE	MEASUREMENT
1. Ensure the appropriateness of the Government's tough measures on terrorism is fully understood on a local, national & international scale	Support HMG's Counter Terrorism strategy with clear, consistent messaging from No. 10, Ministers (especially HO & FO leads), officials & influential spokespeople that: - incorporates new CT legislation - counters extremist messages	Key core script with departmental sub-scripts tailored to audiences & regularly updated as a result of policy & external events	Relevant international media & national mainstream UK press and digital media; local and community media	HO/FCO		Message impact analysis based on IMU/MMU message reports (international/national/wave1)
		No. 10-driven news grid & Ministerial, Official & spokespeople events/speeches & liaison strategy (who, how & when)		HO/FCO/No10		
		Identification of influencers via national stakeholder engagement work & outreach programme		HO/FCO/Health/ODPM/Police/CPS/DfES	£60,000 (Stakeholder strategy)	
		Upgrading UK Dept. press offices, extend FCO means of delivery in key target countries		HO/FCO	TBC	
2. Support the current PREVENT objective of CONTEST to challenge the single narrative of the extremists and to reduce the threat of terrorism by helping to empower mainstream Muslims in the UK and abroad to challenge the ideology; encourage influential figures to speak out against terrorism; counter negative perceptions relating to UK foreign policy; undermine those promoting terrorism	Create clear, consistent messaging from No. 10, Ministers (especially HO & FO leads), officials & influential spokespeople that: - incorporates new CT legislation - demonstrates firm actions of Govt. with examples - contextualises UK foreign policy - leads local debates around UK values - support local & international spokespeople/role models via outreach and facilitating platforms for delivery of messages	Updated core script, departmental subscripts, news grid and events/speeches as above	Relevant international media & national mainstream UK press and digital media; local and community media	HO/FCO		Message impact analysis based on IMU/MMU message reports (international/national/wave1)
		Outreach programme and stakeholder engagement plan to identify key individuals, religious institutions, personalities and UK and overseas organisations who have influence over our target audiences (young men & women, students, young men in CJ System)	Outreach (national & international)	HO/FCO	See 3.	- National polls - Quantified outreach feedback - Stakeholder database
3. Demonstrate to Muslims in the UK that the Government is engaging positively to help reduce the social aggravators of disaffection by - improving access to public services, building capacity to participate in civil & economic progress & reassure them that they are not being singled out or prejudiced against	Primarily, reinforcing Home Office-led cross-Govt. Muslim Engagement Action Plan by ward-level engagement with targeted groups to communicate efforts made by Govt. to ensure access to public services Series of targeted capacity building exercises around: - building Muslim competency to handle media more effectively and - creating or supporting appropriate youth/student groups - recruitment of spokespeople/role models via outreach - building feedback mechanisms to steer script & strategy - working with FCO to ensure positive local stories are fed into influential international media and thus back into UK highlight UK support for political, socio-economic and educational reform and development in the Muslim world	Key figures speaking locally to emphasise 'Partnership' strand of core script	Local, specialist, community & ethnic press	HO/FCO/Health/ODPM/Police/CPS/DfES		Local media monitoring
		Conduct communication audit in 3 local areas to identify touchpoints (including digital) with target audiences		GCG	£25,000	Touchpoint strategy
		UK: Appoint outreach partner to recruit trained local volunteers and set up a Youth Advisory Board to 1. understand specific needs of young British Muslims 2. identify local organisations for capacity building and identify local influencers and role models 3. capture local success stories for 'world to ward' dissemination 4. identify community internet platforms (eg. Asian Youth Alliance) 5. evaluate campaign success	Outreach, internet & community contacts followed by (if research reveals to be effective) street & viral campaigns and paid for media on heavily targeted base - and/or financial support for organisation marketing activities (eg. Federation of Student Islamic Studies)	HO	Wave 1 start-up: £100K	- National polls - National/local media monitoring - Influencer database - Capacity building projects (measured via objectives)
		Overseas: engage embassies, British council and DFID personnel in targeted outreach programmes in key regions & support for governments and civil society to improve political, socio-economic and educational development	Combination of national regional media, Embassy/DFID/ British Council/ website, bilateral and multilateral organisations, debates key speakers, youth exchanges etc	FCO/DFID	Start-up: £125K	Message impact analysis based on IMU/MMU message reports (international/national/wave1)
		Via UK and international outreach programmes, set up local feedback mechanisms to report into Steering Group	These will become a primary channel for 2-way dialogue	HO/DCO/DFID		Message impact analysis based on IMU/MMU message reports (international/national/wave1)
4. Create an environment in the UK where communities feel they receive equal opportunities and share a sense of British values by helping to improve public perception of Islam	It must be recognised this is a strategy focused on Muslim community because they are the primary source of potential radicalisation and, as such, in line with numerous Govt. interventions on behalf of disadvantaged sectors of UK public. We have taken some steps to allay this by creating a more mainstream, secular core script; employing tiered messaging and ensuring outreach can rapidly widen to embrace the entire community.	Steering group - informed via outreach & feedback mechanisms - to assess risk and react accordingly - specific strategies to mitigate Islamophobia may need to be developed	Various, depending on level of risk & mitigation strategy	Steering Group		Conduit for all evaluation criteria
5. Empower mainstream Muslims in the UK and abroad to challenge the ideology and help improve public understanding of Islam	Challenging ideology cannot be entered into directly by Government, but via influential spokespeople/bodies engaged with by the Government Improving public understanding should be driven by the community (to avoid overt favour) but can be supported/sponsored by Government	Facilitated local & international debates and fora, such as National Forum on Extremism & Islamophobia, with target audience organisations identified by outreach programmes	Fora, Muslim media and local community channels	HO/FCO		- National polls - National / local media monitoring
		Building media capacity in Muslim communities to enable them to combat media stereotyping and present more representative people and events	World to ward media via spokespeople	HO/FCO		- Database - National / local media monitoring
6. Establish a clear strategic plan, co-ordinate Government's increased communication activities and generate ongoing insight into our audiences that can be shared with our colleagues in policy, operations and communications	Create a steering group involving major departments, task working group to create strategy, gain buy-in from No10 and relevant TIDO and DA committees, establish steering group as proactive controller of comms strategy and instigator of key research commissions	Steering group formed & draft strategy presented		HO/FCO/GCG/COI		
		Detailed action plan with named responsibilities	Internal channels	HO/FCO		
		Conduct communication audit		GCG	See 3.	
		Refine & test core script with audience	Outreach	HO/FCO	£10,000	
		Test strategy with Industry Reference Group		COI		
		Monthly meetings to monitor strategy and receive feedback from 'world to ward' activities	Internal channels	GCG		
		Key audience research to establish insight to feed into strategy and produce smarter, attitudinal segmentation (around propensity for extremism)		HO/FCO	£100,000	



'From world to ward'.

An overarching communication strategy to support Muslim engagement and PREVENT counter terrorism activity

Final Draft V2

14th October 2005

Contents

- Objectives & Challenges
- Communication Strategy
- Delivering messages: principles, core script & use of language
- Genuine engagement: targeted outreach
- Going beyond the usual suspects: stakeholder engagement
- Building the capacity to deliver & evaluating success

Communication Objectives

1. Ensure the appropriateness of the Government's tough measures on terrorism is fully understood on a local, national & international scale
2. Support the PREVENT objective of CONTEST to challenge the single narrative of the extremists and to reduce the threat of terrorism by helping to:
 - Empower mainstream Muslims in the UK and abroad to challenge the ideology
 - Encourage influential figures to speak out against terrorism
 - Counter negative perceptions relating to UK foreign policy
 - Undermine those promoting terrorism
3. Demonstrate to Muslims in the UK that the Government is engaging positively to help reduce the social aggravators of disaffection, such as relative deprivation and unfulfilled potential, by:
 - Improving Muslims' access to, and acceptability of, all key public services by building on positive perceptions that exist (eg. health, education, freedom of speech)
 - Helping to grow capacity of Muslim communities to participate in civil and economic progress, to portray and communicate themselves in a positive light and build greater dialogue within the community as well as between with other faith communities and government
 - Reassuring Muslims that they are not being singled out or prejudiced against
4. Create an environment in the UK where communities feel they receive equal opportunities and share a sense of British values by helping to improve public perception of Islam and via reinforcing UK values
5. Establish a clear strategic plan, co-ordinate Government's increased communication activities and generate ongoing insight into our audiences that can be shared with our colleagues policy, operations and communications

One key challenge is how to meaningfully and dynamically resolve the strong anti-terror message with that of engagement – ensuring that both elements are received and understood

Barriers to success - 1

- British and US foreign policy is cited by most of our target audience as a key factor for extremism – we will be working in a communication environment that is heavily biased against positive messaging
- The new counter-terrorism legislation is likely to generate waves of negative publicity around civil liberties etc
- Use of language is a fluid and challenging issue – we risk causing offence or not being seen to be strong enough at every point
- Delivery limitations – to be credible, much of the work will need to be done by the Muslim community which is itself fragmented and lacking in representative leadership
- Playing by different rules – in communication terms, we are playing by a set of rules that are completely disregarded by a sophisticated and unscrupulous enemy which recognises the power of images, messages and channels and uses them to maximum effect

The vast majority of Muslims students believe UK foreign policy was to blame for the 7/7 attacks –

Source: The Federation of Student Islamic Studies UK & Ireland Sep 2005

'A British Muslim has been sentenced for terrorist offences today.'

BBC 10 News Sep 23rd 2005

Barriers to success - 2

- Media stereotyping and negative images of Islam and Muslims fuels mistrust and perpetuates alienation – and leads to increased reliance by sections of the Muslim community in international media and (especially amongst the youth) the internet
- Theological arguments – it is inappropriate for Government to engage in theological debate, yet many of the causes of extremism have theological roots
- International partners – will sometimes disagree with UK narrative and send out different messages that confuse and contradict – as opposed to the single-minded messages put out by Al Qaeda
- Whitehall co-ordination – this is a major issue involving a number of departments and needing swift and consistent action in a very fluid situation – which presents us with internal challenges

Young Muslims regard the UK media as irresponsible and universally negative

Source: The Federation of Student Islamic Studies UK & Ireland Sep 2006 & PET Working Groups

"I've been working with young Muslims and they're angry – really angry and nobody wants to talk about this. When you go up north and see the conditions it's like two different countries – and they feel that."

Dawood Gutsav, Youth Worker

Realistically, communication can achieve the following

- **Contextualise the war in Iraq and UK foreign policy**
Communication can provide depth, vision and context, while also explaining and providing evidence of where UK is playing positive role in Muslim countries (eg. DFID)
- **Communicate the counter-terrorism message and challenge the extremist message**
Set out the Government's strong commitment and actions
- **Facilitate debate around identity and alienation, tackle negative media portrayal and deprivation**
Encourage a more balanced view of Muslims in the media via building the media handling capability and variety of spokespeople within Muslim communities as well as high-level press influence from eg. PCC and GCG

Communicate the efforts the Government is making to alleviate deprivation and encourage communities to work with Government in an engaged and trusting way

Stimulate debate about identity and religion – around what it is to be Muslim/Islam in the UK and world today – and encourage the debate to broaden to multi-faith groups
- **Be the ear, as well as the voice, of Government**
A communication strategy can provide mechanisms to feed directly back into Government policy and decision-making

"The areas where the Government is most likely to be thought to be doing too little are listening to the issues that concern Muslims and improve public understanding of Islam."

ICM Muslim Panel 1-7.09 Home Office



Communication Strategy

The return to religion is in fact a more complicated phenomenon: one that offers individuals who feel in some way constrained by their circumstances an alternative ideology, a sense of belonging, and a means of political mobilisation. Radical groups are able to use this religion to their advantage by uniting all of the disparate issues across the globe and building up a simple parable of oppressors and victims.

Return to religion and Radical Islam
Paveen Akhtar, Muslim Britain (edited by Tahir Abbas), 2005

There is evidence to suggest that a strategy of positive engagement can prevent some Muslim audiences from moving to or supporting extremism

- Although evidence from a number of surveys show the war in Iraq and UK foreign policy is cited as a key factor behind radicalisation, engagement also has a key role to play in reducing the threat of terrorism. For instance, Muslim students felt the Government could:
 - Change foreign policy (36%)
 - More communication with/understanding of Muslims (29%)
- The need for more engagement is supported by issues raised by the Preventing Extremism Together (PET) working groups which have identified a key theme as
 - 'engaging at a grass roots level with local people and organisations (particularly women and young people), not just national bodies, and support youth provision'
- Evidence also shows that identity issues and alienation lead to radicalisation amongst Muslim youth. Negative media portrayal and actual deprivation serve to fuel these feelings further.
 - 'If Muslim youth are engaged with and feel part of the social fabric then they are less likely to remain on the peripheries of society. If they feel more included in day to day activities then it will be less likely for criminals to prey on them'.

The Federation of Student Islamic Studies UK & Ireland Sep 2005

Source: The Federation of Student Islamic Studies UK & Ireland Sep 2005 & PET Working Groups

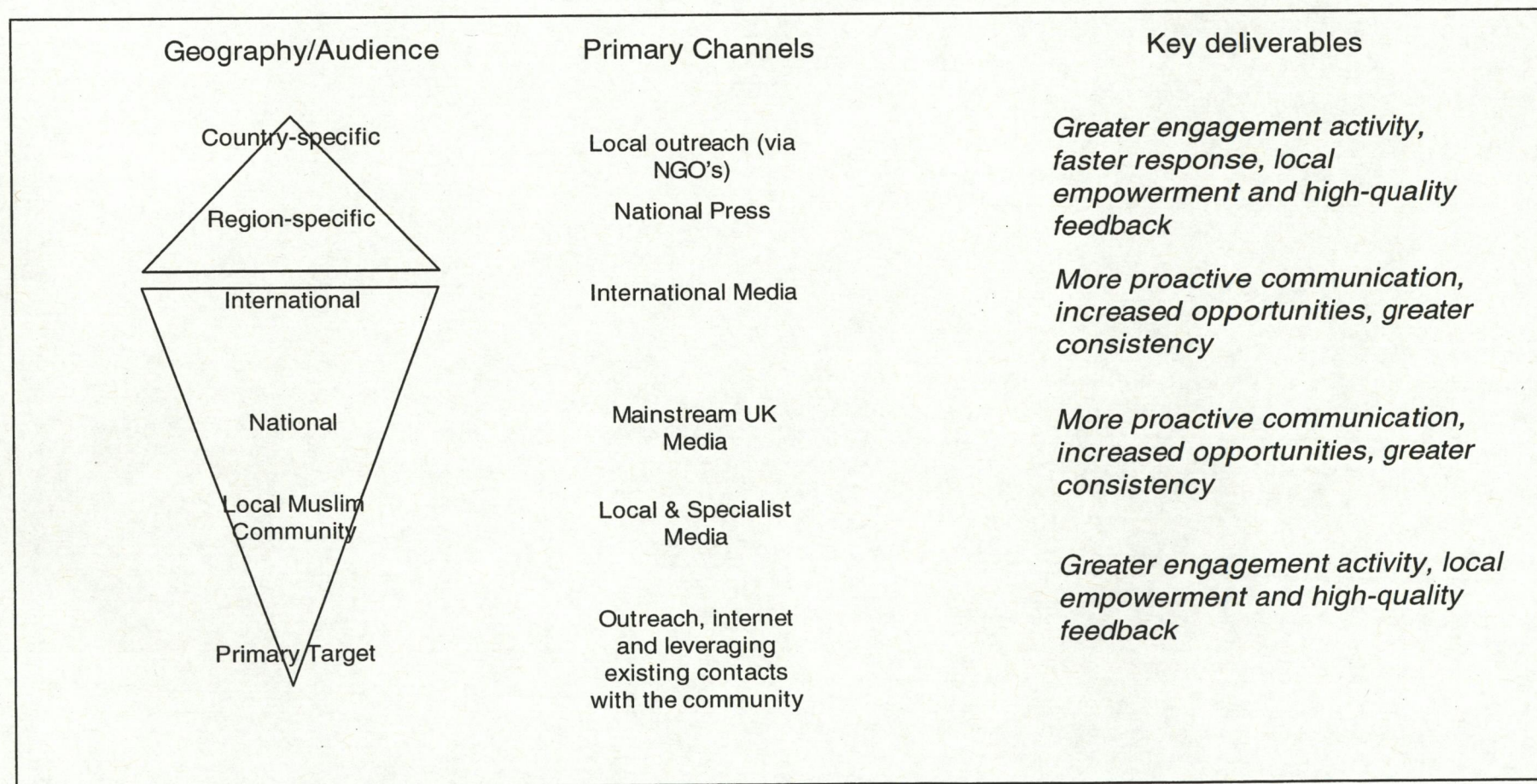
Engaging overseas, particularly through British Muslims, can correct distortions. The Grand Mufti of Saudi Arabia expressed surprise at the extent of religious freedom in the UK following an FCO-organised visit by British Muslims

"There's generational alienation...street alienation...and alienation through the media's negative images of Islam."

Dawood Gutsav, Youth Worker

For engagement to be credible, communication must be both highly localised and capable of linking to global messages – our communication strategy will therefore encompass ‘the world’ as well as ‘the ward’

This enables us to create strong and clear messages that can then be adapted to specific audiences ...



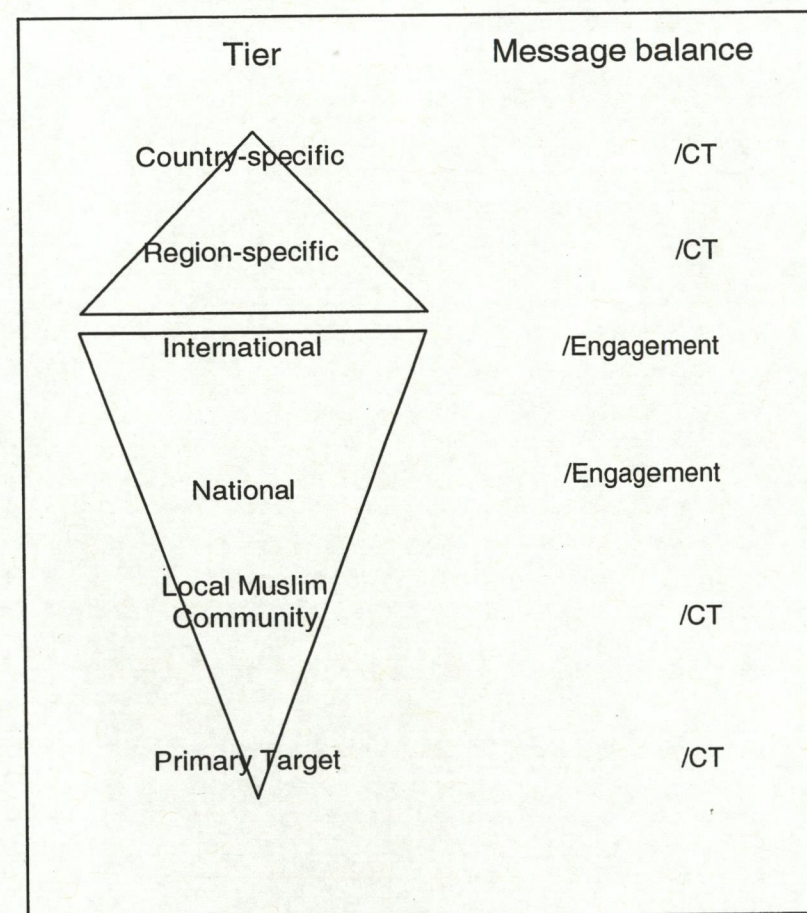
'World to ward' also enables us to unite CT and engagement issues and emphasise them appropriately

On the surface, these communication tasks look conflicting and unfeasible:

- Strong, unambiguous CT messages that will reassure UK society and send a message abroad,
- while engaging with the Muslim community and reassuring friends and relatives internationally (from where they receive their news) that the mood is friendly and positive to law abiding citizens
- and achieving this without alienating other groups in the UK

The solution is to create a tiered messaging system where the emphasis changes according to the audience.

Selective use of channels ensures that we can control the levels of amplification



On the 'world' level, we can target countries and leverage our channels ...

Countries targeted according to a mixture of relevance to the British community, counter-terrorism concern and influential to Islamic thought:

Afghanistan	Bangl'desh
Saudi Arabia	Turkey
Iraq	Indonesia
Algeria	Malaysia
Sudan	Egypt
Yemen	Nigeria
Jordan	Morocco

Channel Analysis: Pakistan

Press

- Daily Jang (and other national/regional media) feeds Pakistani views on UK directly - and indirectly through UK Pakistani-origin residents in their contacts with Pakistan - so
- FCO Islamic Media Team engage Daily Jang in London, feed lines, arrange opportunities
- Embassy deploy press lines and provide background briefing for Daily Jang
- FCO facilitates delegation of British Muslims from Birmingham to Islamabad, Lahore and Mirpur
- Ministerial visits and speeches, with outreach programmes
- Regional spokesman for rapid deployment on breaking stories

Ambassador press briefings and visible engagement with civil society

- FCO and Embassy Urdu language website
- Embassy lobbying governments and send messages to political parties, including "political Islam", on CT, engagement and structural reform
- Embassy/British Council support public cross-regional debates
- Embassy organises UK visits for key Islamic institutions and personalities
- British Council arrange programme of youth exchanges
- DFID assistance to improve, health, water, education for a better life
- FCO projects e.g. support for exchange between UK and Pakistan madrassas, capacity building civil society etc

Source: Foreign Office

... while domestically, we have the ability to reach individual wards and identify individual influential citizens

The clustering of Muslim communities into several specific urban areas presents us with the opportunity to target communication and outreach effort and engage with relevant grass roots organisations on a ward by ward basis. While we have some wider communication objectives, geographical targeting is a key advantage.

Pakistani community	Bangladeshi community
Birmingham	Tower Hamlets
Bradford	Newham
Kirklees	Birmingham
Manchester	Camden
Newham	Oldham
Waltham Forest	Luton
Luton	Hackney
Sheffield	Westminster
Rochdale	Bradford
Leeds	Islington
Redbridge	Redbridge
Slough	Manchester
Oldham	Southwark
Blackburn with Darwen	Enfield
Pendle	Sandwell
Ealing	Haringey
Brent	Newcastle upon Tyne
Nottingham	Rochdale
Wycombe	Leeds
Calderdale	Portsmouth
Walsall	Walsall
Hounslow	Tameside
Derby	Lambeth
Sandwell	Waltham Forest
Croydon	Bedford

Top 25 Local Authorities reach:

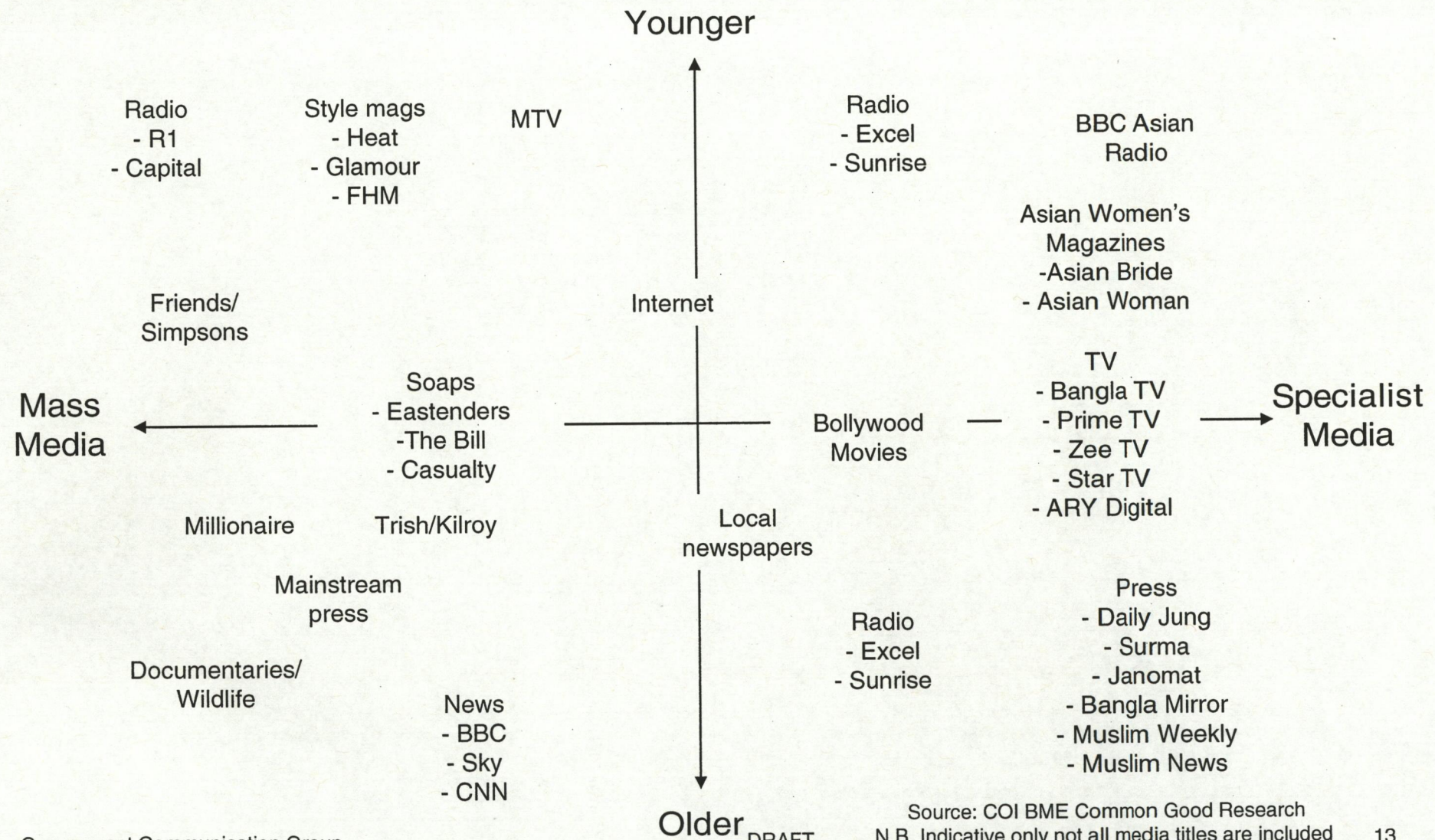
- 69% of the Pakistani community
- 73% of the Bangladeshi community

Tower Hamlets Muslim community* – key influencers by name

Ahmed Mujtaba: Kennedy Scott
 Mujib Islam: Brick Lane festival, East London Mosque
 Mr Rashid: Bengal Cuisine restaurant
 Mohammed Hussain: Tower Hamlets Parents Centre
 Shazid Miah: Young Muslims Organisation
 Naema Choudhury: Bangladesh Youth Movement
 Bangladeshi Welfare Association

* Containing 24% of England's Bangladeshi population

We also have a deep understanding of media consumed by our Muslim audience domestically ...



While on an individual country-level, we have a good understanding of channels and contact strategy

Channel Analysis: Pakistan

Press

- Daily Jang (and other national/regional media) feeds Pakistani views on UK directly - and indirectly through UK Pakistani-origin residents in their contacts with Pakistan - so
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Source: Foreign Office



Delivering 'world to ward' messages: principles, core script and use of language

Examples of recent headlines deemed offensive by young Muslims

Source: The Federation of Student Islamic Studies UK & Ireland Sep 2006 & PET Working Groups



Genuine engagement: targeted outreach

"The voice of the Muslim students must be heard, and our willingness to engage must be acknowledged and reciprocated ... only through a real attempt to listen and engage with Muslim youth can real solutions be created and genuine understanding be reached."

*The Federation of Student Islamic
Studies UK & Ireland Sep 2006*

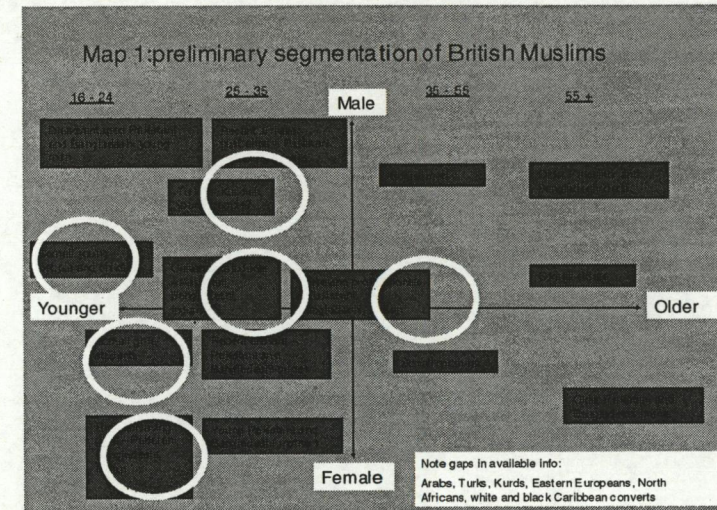
Targeting delivers great benefits

Although our strategy must engage with entire communities on public service issues, many of these audiences are being addressed via health, education etc touchpoints as part of Departmental or FCO/DFID/BC activity.

Our strategic aims should be to:

- concentrate on audiences which we believe are vulnerable to extremist influences and deprivation (see Map 1)
- target specific messages to specific audiences
- target individuals and groups who can influence these audiences and gain a multiplier effect
- focus our efforts, both financial and human
- direct our future research (given there are so many areas that need further investigation)

We can use preliminary audience segmentation supplied by the recent Turnstone research*, to target some key groups and further refine these as insight becomes more available.



Target areas for consideration

Recommended targeted groups*

The groups we recommend concentrating our efforts upon those who are most vulnerable to radicalisation and most likely to embrace opportunities presented:

1. Young Muslim men (Age 16-30, pop: 146,000 plus**)

Why? A broad group, but we know that young Muslim men tend to display a greater degree of disaffection and alienation and have the greatest potential to actively support or become extremists. (Source: Turnstone Research)

2. Young Muslim women (Age 16-30, pop 135,000 plus**)

Why? More positive in outlook, trying to balance more traditional Bangladeshi/ Pakistani culture with westernisation. Feel restricted by both community elders and stereotypes of Muslim women and frustrated at not having a voice to express themselves more fully. (Source: Turnstone Research)

3. Muslim students (Age: 18-30, pop circa 45,000)

Why? Concern about role of Islam in British society and misunderstanding of Islam leads to radicalisation. Need to define their identity and understand their role in democratic processes as they feel under- (or even un-) represented (Source: Turnstone Research)

4. Muslim prisoners and individuals within the CJS

Why? Although there is no firm evidence, police and Foreign Office sources believe that Muslim prisoners are vulnerable to recruitment strategies of extremists

5. Younger role models

Why? Although respected, traditional community leaders have little relevance or credibility amongst younger generations. There are a few younger imams but a pressing need to develop relevant role models, leaders. Young Muslim men and women in particular considering wider spheres of voluntary sector, business, arts, media & sports. (Source: Turnstone Research) We need them to lead the debate on identity and religion and act as a source of inspiration and media representation.

*Based upon current knowledge base. Further research required regarding other potential priority audiences (e.g. Refugees, Turks & Kurds)

**Source: 2001 Census 16-24 year old

DRAFT

The primary audience in context: young Muslim men

Communication objectives:

- Listen & counter feelings of alienation and isolation (reconciling faith/culture with UK values) and give them a voice & platform
- Explain foreign policy
- Share success stories (engagement strategy)
- To correct their understanding of Islam (from within the community)

Young Muslim men in context:

- Young people need to be part of the wider community solution
- There should be debate and a profiling of the real experiences of Muslim young people through public forums
- There is a desperate need for role models and mentors – both male and female
- There is anger towards British foreign policy. Young people care what happens in Muslim countries and want government to accept its shortcoming in foreign policy
- Due to a language barrier with Imams, and because mosque sermons and literature are mainly in Urdu and Arabic, young people are increasingly likely to get their information on Islam from internet sites

Source: PET visits Bradford, Manchester, Burnley

0 - 15	270,000	18% of the Muslim population
16 - 24	146,000	9% of the Muslim population
25 - 40	295,000	19% of the Muslim population

"Many of these lads go to Mosque and pray five times - they then use the F-word to slag off other Muslims for not being as good Muslims as they are."
Imran Ali, 19

The primary audience in context: young Muslim women

Communication objectives:

- Listen & counter feelings of isolation, facilitate voice to explain role in wider society
- Create a voice for democratic representation
- Explain foreign policy
- Share success stories (engagement strategy)
- To correct their understanding of Islam (from within the community)

Young Muslim women in context:

- Young people need to be part of the wider community solution
- There should be debate and a profiling of the real experiences of Muslim young people through public forums
- There is a desperate need for role models and mentors – both male and female
- Lack of participation and representation - there is still low representation in mainstream institutions of influence, e.g. public appointments, volunteering and local and central politics
- There are particular issues and lack of support for young Muslim women who face some of the most complex clashes of culture. There should be more resources to establish culturally sensitive projects for young Muslim women
- The role of women in the local community is not well understood – there is a need to educate white communities about the position of women in Muslim communities, and the critical role they have in terms of family education etc.
- Need to promote 'a voice' for Muslim women. The media portrayal of Muslim women is often negative. The voices of professional Muslim women are rarely heard. Women need to be given a voice in the Mosque and in Politics.

Source: PET visits Manchester, Burnley, Leicester

0 - 15	251,000	16% of the Muslim population
16 - 24	135,000	9% of the Muslim population
25 - 40	272,000	18% of the Muslim population

"There are issues that you might find only Muslim women facing, but they should still interact with other women's groups, they shouldn't be isolated. A lot of the problems that Muslim women face may be faced by other women, whether they're Muslim or not."

Rumeana Jahangir, 23

The primary audience in context: Muslim students

Communication objectives:

- Share success stories (engagement strategy)
- Facilitate the 'identity' debate
- Counter potential moves towards radicalisation ('Tough on Terror')

Muslim Students in context:

- Lack of 'British Muslim' identity and failure of 'British Islam' to connect with young people
- Ignorance amongst the white population
- Discrimination (amongst Muslim's in general and Muslim women in particular)
- Failure of government to consult with young people Source: Guardian Focus: Young, Muslim and British
- War on Iraq primary reason for 7/7 attacks
- Misunderstanding of religion the root cause of religious extremism Source: FOSIS Muslim Students' Survey, 2005

Extremists and students:

'There is a culture of extremism and terrorism on Britain's campuses. It may not be very large in number but you do not need very large numbers of people in order to do terrorism and the university authorities have simply ignored the problem'.

Anthony Glees, 'When Students Turn to terror: Terrorist and Extremist Activity on British Campuses' September 2005

Full-time Students	45,000 – 90,000	3 - 6% of the Muslim population
--------------------	-----------------	---------------------------------

74% students have an Islamic society at school / college / university

69% are involved in the Islamic society

"I believe that [British Muslims have] a very weak leadership because many of the so-called leaders are not educated enough about Islam. In Islam, a "leader" or preacher, must be an Islamic scholar who's studied in an Islamic institution. The problem with British Islam is that any bearded, dark-skinned man with a turban thinks he's qualified to preach."

Rihab Hussein, 21, economics student

The primary audience in context: key influencers

Communication objectives:

- Populist Muslim lay preachers and scholar: They can get at the heart of being a Muslim in the modern world, which is difficult for Governments, but we can facilitate their conversations with Muslims and in the global Islamic debate.
- Young Muslim professionals: be part of the 'identity' debate, share success stories, role models for younger Muslims
- Younger Imams: be part of the 'identity' debate, share success stories, proactive engagement of the young
- Other (e.g. Youth / Community workers): information to aid the 'identity' debate, share success stories

Key influencers in context:

Populists

- Can command huge audiences, speak the language of youth and relate living as a Muslim to everyday challenges
- Facilitating their message to drown out and reject extremist message

Young professionals:

- There is an important debate to be had about 'Britishness'.
- There needs to be a debate around the role of the Mosque, should it be extended to include more inclusive community activities?

Community leaders:

- There is a generational gap within the Muslim community. The Community needs to connect with the energy and enthusiasm of its young people
- This process needs to be long-term, it should not be a knee jerk reaction to recent events but an ongoing dialogue with young people to engage them in Government policy

"I hope that we can stop people radicalising - but the social alienation will, for some people, lead them to exist in their own bubble, compounding what they believe."

Shareefa Choudhury, Muslim Youth Helpline

Source: PET visits Leicester, Bradford

The importance of outreach: generating a two-way dialogue with the target audiences

Objectives:

- Develop a platform for continuous Government consultation, liaison and community engagement
- Challenge the media view of Muslims and 'the West' (and the prejudice and stereotypes among non-Muslims)
- Counter the alienation felt by many Muslims (facilitate a community-led debate)
- Offer a credible mouthpiece to young Muslims
- Build upon any existing networks or outreach work currently being carried out (as revealed by an audit)

Solution:

- Specialist agency to recruit trained local volunteers to engage the community at a local level:
 - Understand the specific needs of young British Muslims and overseas audiences
 - Identify effective local organisations for capacity building
 - Capture local success stories for World to Ward dissemination
 - Evaluate campaign success
- Activity managed and coordinated by a Youth Advisory Board: conduit for two-way communication
- Role for Embassies, DFID, British Council

Effective outreach involves capacity building and will be perceived as the community helping itself as opposed to Government intervening

- Example: Develop Youth Advisory Board

A single, non-political board of representative young people, students and Government communicators with access to a capacity building budget trained to think creatively about challenges faced by their community and tasked with:

- offering a source of 2-way communication and advice to government
- co-ordinate projects capable of challenging media perceptions of young Muslims
- oversee a mapping exercise capable of:
 - understanding specific needs of young British Muslims
 - identifying small effective local organisations with scope for capacity building – eg. Asian Youth Alliance
 - recruitment to be managed via outreach street team approach

'There is suspicion within the community, most are scared of government and see anything they do as hollow'

Kikass Street Team Member

The Asian Youth Alliance

The Asian Youth Alliance is a new organisation based in Croydon but with ambitions for growth. They are concerned with the issues facing young British Asians and are particularly concerned that they are not getting heard (they work across Asian faiths).

Their model combines face to face intervention with a highly effective online approach. They initially bring young people together based on their interests – football, dance etc – and once they have started to develop community provide offline forums through which young people can debate the issues that matter to them. An online forum is provided behind this offline activity giving individuals the chance to debate serious faith and community issues anonymously.

The current Croydon discussion board has over 50,000 posts and 180 members. These relationships then serve as a platform from which young people can be engaged in other development activity such as homework clubs or specific coaching.

Outreach can also become the platform for 'street level' campaigns

- Changing perceptions on the ground

This strategy is likely to utilise guerrilla and viral marketing techniques which are popular with this community and harness word of mouth promotion rather than relying on expensive media.

A Street Team network and platform would be used to coordinate this activity and ensure large numbers of Muslim and non-Muslim young people were working together to create change.

The project would develop networks of students – both Muslim and non-Muslim who would join with local youth agencies to participate in local guerrilla activity coordinated by the board and linking in with such existing groups as the Federation of Student Islamic Studies

Case Study: World Aids Day Street Team campaign

Outreach can be campaign based and focus on designing and implementing guerrilla campaigns capable of capturing the imagination of youth culture. A recent example for World AIDS Day saw 400 young people dressed as condoms at a major event in Trafalgar Square which was then broadcast to over a million students through student union bars.

'Not in our name' – an anti-terrorism leaflet campaign co-ordinated by the National Union of Students and Federation of Student Islamic Studies

Public and private sector regard outreach as the most successful way of changing attitudes and behaviours of well-defined, often difficult-to-reach groups

Case Study: Russell Commission

Kikass recruited and managed the Youth Advisory Board (YABsters) and ran the youth engagement strategy for the Russell Commission – a government commission aimed at designing a new national framework for youth action and engagement. The YABster designed engagement strategy which including online, regional summits and guerrilla stunts led to just under 6,000 young people taking part in the consultation – a record for a consultation of this type. Kikass has subsequently been engaged to provide a similar service to the Russell Commission Implementation Body following a £100m award from the Chancellor.

Case Study: Thrifty Squid

This project – supported by Barclays, the FSA and HM Treasury – is designed to help young people understand the way they relate to money and debt in order to develop new financial solutions capable of engaging large numbers of young people. The project has been devised and implemented by Street Teams and has included a comprehensive knowledge review, per-led focus groups, a challenge focused upon financially excluded young people (complete with Number 11 reception), the development of a coaching curriculum and a program of role-model interviews. The project is helping to inform the FSA's national strategy.

Kikass is a charity specialising in working with young volunteers to develop new solutions that matter to youth culture. Their Street Team network is focussed on delivering high impact community marketing campaigns capable of creating attitudinal or behavioural change. They are one amongst a number of possible outreach agencies suitable for implementing this element of the strategy.



Going beyond the usual suspects: stakeholder engagement

A stakeholder database and engagement plan is essential if local outreach success is to resonate beyond communities

Outreach will deliver local success – but for these to be translated nationwide, be broadcast nationally and internationally – by credible voices – stakeholders need to be fully engaged.

And these must not be ‘the usual suspects’. Government too often falls into a habit of communicating intensively with the same stakeholders – committing the double offence of ignoring some and confusing others by inconsistent messages and demands

In addition, in many cases the Government is the wrong brand to be engaging with our audience, which means stakeholders will be central to a strategy of building capacity to engage with our audience in a meaningful way on a variety of different issues

The process of identifying more representative stakeholders has begun – via Home Office PET activity.

A key challenge now is to ensure we keep the conversation going with individuals and organisations we have already contacted, but also to conduct further work on identifying genuinely representative and influential stakeholders.

‘Government Organisations already maintain relationships with most stakeholder groups. But not all these relationships are proactively managed or sufficiently two way to deliver value.’

Stakeholders tend to say they felt talked ‘at’ rather than ‘with’, putting them on the defensive from the start.’

‘Customer-focused Government’ Lynton Barker,
Public Services Productivity Panel 2002

‘Rather than create a slew of new projects, existing projects should also be supported. These would already be palatable to the community, rather than creating ‘Home Office’ branded projects that might have their credibility suspect.’

PET Working Group: Tackling radicalism & extremism

Stages in controlled stakeholder engagement

Building up a central stakeholder database to be shared amongst all departments can be simple and inexpensive in technological terms, but it has to be maintained and regularly updated – as new stakeholders are added. This will provide the platform for sustained, sensible and consistent 2-way dialogue.

1. Set and agree clear objectives
2. Identify all current knowledge and contacts via workshops
3. Map stakeholders out from target audiences – rather than putting Government at the centre
4. Fieldwork to test and collect further contacts and understand relationships
5. Feedback from outreach and other sources to verify data
6. Build database of contacts
7. Establish rules of engagement & overall strategy
8. Appoint stakeholder managers/other solutions
9. Engage and evaluate continuously

A simple matrix for prioritising stakeholders according to their power & interest in a project

One can then establish the types of engagement and channels needed

**Source: Home Office/COI*



Evolution and co-ordination: the key to success

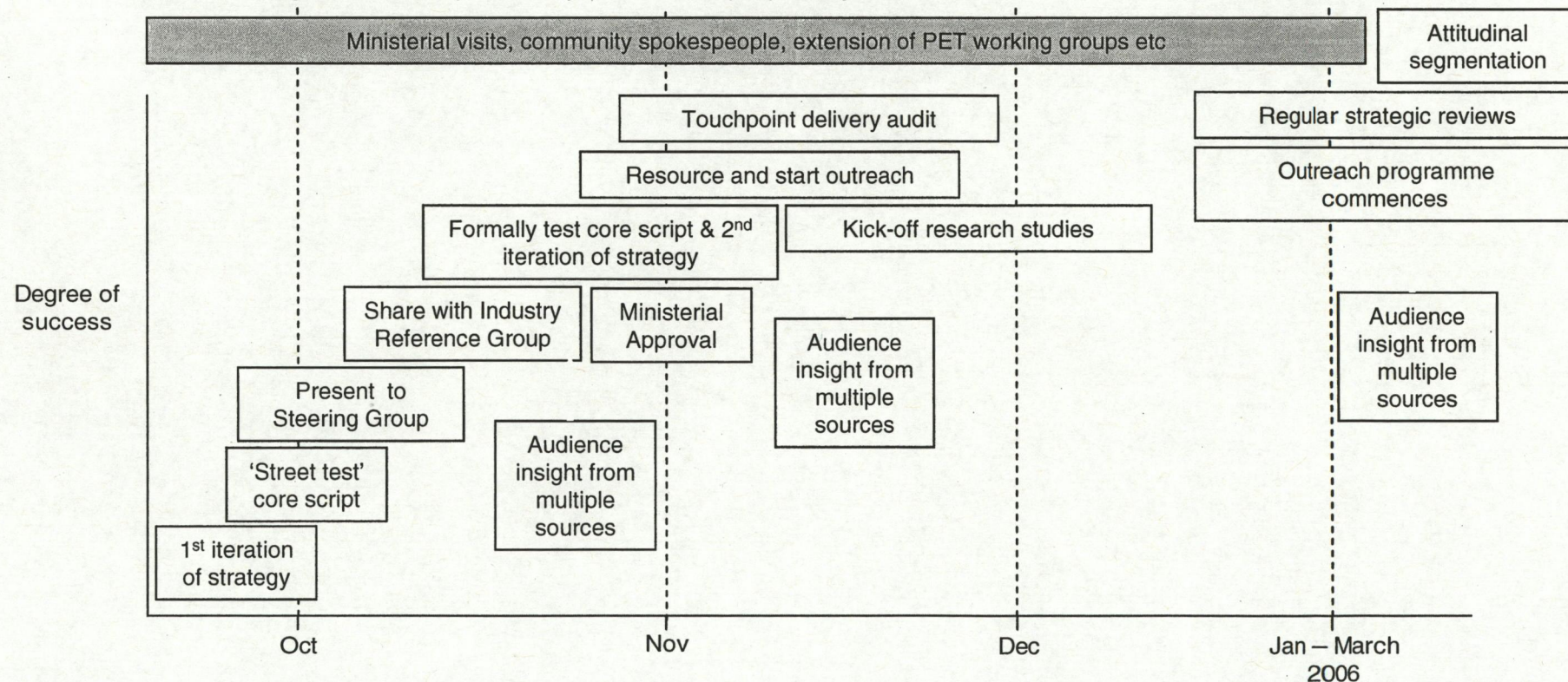
'... investigating the role of British foreign policy in radicalising Muslim citizens and other measures to reduce Muslims' sense of alienation suggest that someone in Whitehall is thinking sensibly about taking the extremists on with argument rather than force.'

Evening Standard 19.09.05

To be effective, the strategy needs to constantly evolve, be regularly reviewed and refreshed, and be tightly co-ordinated

As further experience is gained and insight acquired from messaging and outreach, the strategy must evolve

Given the fluid situation, this strategy aims to set out some key principles and core messages, put appropriate resource in place to deliver and then – with the use of sufficient feedback and sounding boards – to refine and improve as we proceed. A key area for this will be refining our audience more tightly and moving towards attitudinal segmentation – potentially around the propensity for extremism:



The steering group is the mechanism for keeping the strategy real

An ongoing process for evaluation and refinement

Inputs

Policy activity

Outreach feedback

Local success stories

Campaign evaluation

Media monitoring

Stakeholder groups

Outputs

Policy Input

Message
Development

Channel refinement

New
stakeholders/role
models

Resource
reallocation

Leveraging existing
touchpoints

**Steering
Group**
(Monthly review)



Building the capacity to deliver & evaluating success

Both Government & the community need to build capacity

Delivery on the ground is critical. This strategy requires highly localised communication capacity in order to engage and – in turn – build capacity. This is true in the UK and internationally. This could be via existing infrastructure and community networks (eg. ODPM, GO's, GNN; Embassies) or newly created structures.

To assess local capability, we recommend conducting a communication audit within 3 areas to assess what resources are currently available and how well they are co-ordinated.

In addition, we will need to ensure the following are available locally:

- local media monitoring
- media training capability for local role models/influencers that can build upon the concept of creating a 'Media Rebuttal Unit' to provide a mouthpiece for a more moderate response
- resource to support local projects or create new ones if necessary

Centrally, resource will be needed for:

- overall project co-ordination and strategy review/refinement
- local communication audit
- commissioning outreach
- co-ordinating, conducting and disseminating research
- stakeholder engagement
- updating the core script

'Any projects that are put forward must be realistic and must have the resources of the government behind them; there are no quick, short-term PR fixes

PET Working Group: Tackling
radicalism & extremism

Resourcing: human and financial

There is much in this strategy that can be achieved at little extra cost – simply by achieving greater consistency and co-ordination. However, outreach work, insight generation, stakeholder/role model identification and engagement and, most importantly, capacity building (even helping groups to access the Home Office's £5m fund) are additional costs. Initial estimates for some of this work in the UK and overseas range from between £1 - 2m.

This will clearly need to be itemised and costed in more detail. However, in the first instance, as Stage 1 to be carried immediately, the following have been estimated:

Core Script Testing (formal)	£10K
Local Community Touchpoint and delivery Audit	£25K
Additional research (eg. to support attitudinal segmentation)	£100K
Stakeholder mapping & engagement	£50K
Database set-up and management (simple)	£60K
Start-up UK Outreach: Youth Advisory Board (inc. role model recruitment)	£100K
Start up International Outreach: Foreign Policy Awareness Programme	£125K

Success and measurement: what our communication strategy will deliver

More informed (attitudinal) segmentation and targeting of audience via research

Increased communication capacity and activity at local level in UK (evaluation of Government Offices & GNN)

Increased domestic and international media monitoring (via new link between IMT & MMU)

Increased central government capacity/activity with non-English UK and international media with more consistent messaging

Overseas network more effectively deployed on messaging and outreach (via regional hubs)

Closer working with Muslim voices (eg. Working Group spokespersons, international figures, role models, stakeholders)]

Increased outreach, UK and internationally (street teams and leveraging existing activity such as national roadshows)

More use of "non top line" communications (eg street teams) which are more effective over the medium to long term in changing attitudes and behaviour

Potential Measures

IMU message analysis against core script

Regular national polls to test Muslim and non-Muslim attitudes (via segments)

Quantified street team feedback on attitudinal shifts at ground level

Capacity building projects: measured by objectives, such increased membership and interactions

Local media monitoring, positive vs. negative messaging

Internal: achievement of project milestones and evaluation of message consistency

Future actions

Information provided by these actions will help inform and refine the strategy but, by their very nature, are longer-term. Delivery of the first wave of the actions (core script, stakeholders, role models, outreach etc) is not dependent on these.

Action

Commission insight research & analysis to determine short/medium/long-term interventions to combat radicalism

Scenario planning to identify future Foreign Policy hotspots and resulting communication strategy implications

Research to understand attitudes, needs and influencers of new and emerging British Muslim communities (e.g. Somalis, Turks & Kurds, white & black converts)

Responsibility

TIDO PURSUE

FO Lead

HO Lead

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CABINET

**OFFICIAL COMMITTEE ON DOMESTIC AND INTERNATIONAL TERRORISM
(COMMUNICATIONS)**

CONTEST and Communication

Note by the Secretaries

This note covers a letter (and two attachments) by the Chair to the Committee.

The letter will be discussed at the meeting on Thursday 24 November at 4.00pm.

Committee members' attention is drawn to:

- the matrix setting out delivery of the "World to Ward" programme and the requirement that Departments be prepared to provide named leaders in each section;
- the proposed comms work to support the other P mission areas.

Signed C PLUMRIDGE
A CRUTTWELL
R HARGREAVES

Cabinet Office
21 November 2005

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CabinetOffice



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21 November 2005

To: TIDO(C) Members

Dear Colleague,

CONTEST and communication

Following 7/7 we need to revisit the CONTEST communications strategy to revise it and make it fit for purpose to reflect the imperatives post the London terrorist attacks.

I updated colleagues on the work achieved on the Prevent strand in my letter of 25 October. I have now met with Hazel Blears who is keen for us to deliver three things:

1. The action inherent in the World to Ward strategy. I attach a copy of the delivery plan circulated previously and would be grateful if you could come to our meeting with the name of the person leading on each relevant section.
2. A full CONTEST communications strategy, whereby the other three strands are subjected to a level of analysis similar to that of Prevent. Hazel expects this work to be ready by early January and you should be ready to play into this.
3. As part of the Prepare strand to scope further work on Go in, Stay in, Tune in.

Hazel is also writing to Ministers to encourage engagement, particularly on regional visits, and has approved a Ministerial Briefing Pack and the core script which Cabinet Office will maintain.

Next steps

The two strands where there is a clear Ministerial direction and definable communications contributions are on Prevent and Prepare.

Prevent

I suggest that TIDO(C) oversees progress on delivery and that programme management is done by Cabinet Office communications.



INVESTOR IN PEOPLE

RESTRICTED

RESTRICTED

Prepare

Cabinet Office communications have done some work to sharpen the "Go in stay in tune in" brand (see attached pdf) and some preliminary thinking on how we develop a more permanent campaign to embed it and other key messages in the public consciousness. I would welcome volunteers from TIDO (C) to participate in a working group to scope next steps, messages and budgets.

The other two strands have a less obvious communications output but initial proposals are as follows:

Protect

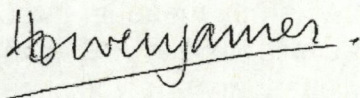
The issue of the communication of threat levels is being addressed under TIDO (Protect). The working group should consider inviting John Toker to be a member so that communications issues can be addressed.

A second area of work could be to audit what Local Authorities are doing in this area post Civil Contingencies Act duties and seeing if they need to be encouraged or supported in achieving their objectives.

Pursue

On Pursue the Home Office, agencies and the police must advise on the feasibility and wisdom of developing a more proactive and overt communications strategy. There might be a case for communicating successes as part of an overall public reassurance plan.

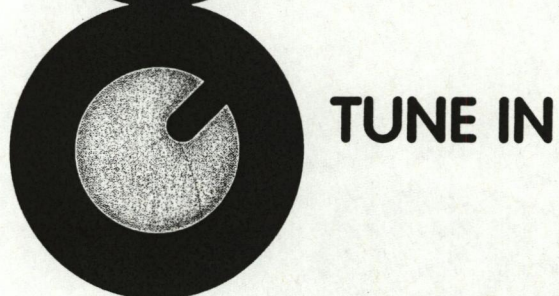
I look forward to hearing your views and how you plan to support this activity when we meet on November 24.



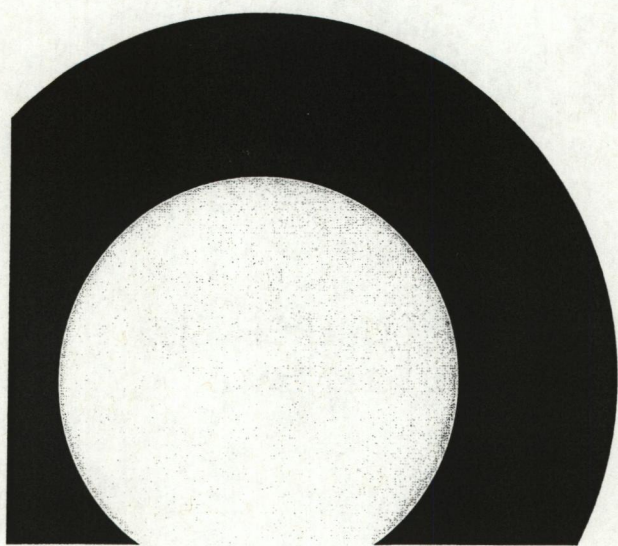
HOWELL JAMES



Draft Version 3: 14.10.05							
Author: CB							
KEY STRATEGIC PRINCIPLES							
	1. UNIVERSAL: 'world to ward'	2. TARGETED: audience & messages	3. FACILITATED: stakeholder/role models	4. RESPONSIVE: to people & events	5. EVOLVING: from experience		
OBJECTIVE	STRATEGY IN BRIEF	KEY TOOLS & ACTIONS	PRIMARY CHANNELS	RESPONSIBILITY: Dept + comm & policy named individuals	RESOURCE (£)	PROGRESS	MEASUREMENT
1. Ensure the appropriateness of the Government's tough measures on terrorism to fully understood on a local, national & international scale	Support HM's Counter Terrorism strategy with clear, consistent messaging from No. 10, Ministers (especially HO & FO leads), officials & influential spokespeople that: - incorporates new CT legislation - counters extremist messages	Key core script with departmental sub-scripts tailored to audiences & regularly updated as a result of policy & external events	Relevant international media & national mainstream UK press and digital media; local and community media	GCG Lead: John Toker HO Policy/Comms FCO Policy/Comms	£60,000 (Stakeholder strategy)	1st version signed off (HBlairs) and circulated with Ministers Fact Pack week 47	Message impact analysis based on IMU/MMU message reports (international/national/wave1)
		No. 10-driven news grid & Ministerial, Official & spokespeople events/speeches & liaison strategy (who, how & when)		HO Policy/Comms FCO Policy/Comms No. 10:			
		Identification of influencers via national stakeholder engagement work & outreach programme		HO Policy/Comms FCO Policy/Comms ODPM Policy/Comms DoH Policy/Comms Police Policy/Comms DfES Policy/Comms CPS Policy/Comms			
2. Support the current PREVENT objective of CONTEST to challenge the single narrative of the extremists and to reduce the threat of terrorism by helping to empower mainstream Muslims in the UK and abroad to challenge the ideology, encourage influential figures to speak out against terrorism, counter negative perceptions relating to UK foreign policy, undermine those promoting terrorism	Create clear, consistent messaging from No. 10, Ministers (especially HO & FO leads), officials & influential spokespeople that: - incorporates new CT legislation - demonstrates firm actions of Govt. with examples - contextualises UK foreign policy - leads local debates around UK values - support local & international spokespeople/role models via outreach and facilitating platforms for delivery of messages	Updated core script, departmental subscripts, news grid and events/speeches as above	Relevant international media & national mainstream UK press and digital media; local and community media	HO Policy/Comms FCO Policy/Comms	TBC	1st version signed off (HBlairs) and circulated with Ministers Fact Pack week 47	Message impact analysis based on IMU/MMU message reports (international/national/wave1)
		Outreach programme and stakeholder engagement plan to identify key individuals, religious institutions, personalities and UK and overseas organisations who have influence over our target audiences (young men & women, students, young men in CJ System)		HO Policy/Comms FCO Policy/Comms			
		Key figures speaking locally to emphasise 'Partnership' strand of core script		HO Policy/Comms FCO Policy/Comms ODPM Policy/Comms DoH Policy/Comms Police Policy/Comms DfES Policy/Comms CPS Policy/Comms			
3. Demonstrate to Muslims in the UK that the Government is engaging positively to help reduce the social aggravators of disaffection by - improving access to public services, building capacity to participate in civil & economic progress & reassure them that they are not being singled out or prejudiced against	Primarily, reinforcing Home Office-led cross-Govt. Muslim Engagement Action Plan by ward-level engagement with targeted groups to communicate efforts made by Govt. to ensure access to public services Series of targeted capacity building exercises around: - building Muslim competency to handle media more effectively and - creating or supporting appropriate youth/student groups - recruitment of spokespeople/role models via outreach - building feedback mechanisms to steer script & strategy - working with FCO to ensure positive local stories are fed into influential international media and thus back into UK - highlight UK support for political, socio-economic and educational reform and development in the Muslim world	Conduct communication audit in 3 local areas to identify touchpoints (including digital) with target audiences	Local, specialist, community & ethnic press	GCG: Conrad Bird	£42,500	Audit briefed to COI and underway	Touchpoint strategy
		UK: Appoint outreach partner to recruit trained local volunteers and set up a Youth Advisory Board to: 1. understand specific needs of young British Muslims 2. identify local organisations for capacity building and identify local influencers and role models 3. capture local success stories for 'world to ward' dissemination 4. identify community internet platforms (eg. Asian Youth Alliance) 5. evaluate campaign success		HO Policy/Comms			
		Overseas: engage embassies, British council and DFID personnel in targeted outreach programmes in key regions & support for governments and civil society to improve political, socio-economic and educational development		FCO/DFID Policy/Comms			
		These will become a primary channel for 2-way dialogue		HO/DCO/DFID			
		Outreach, internet & community contacts followed by (if research reveals to be effective) street & viral campaigns and paid for media on heavily targeted base - and/or financial support for organisation marketing activities (eg. Federation of Student Islamic Studies)		HO Policy/Comms			
4. Create an environment in the UK where communities feel they receive equal opportunities and share a sense of British values by helping to improve public perception of Islam	It must be recognised this is a strategy focused on Muslim community because they are the primary source of potential radicalisation and, as such, in line with numerous Govt. interventions on behalf of disadvantaged sectors of UK public. We have taken some steps to allay this by creating a more mainstream, secular core script; employing tiered messaging and ensuring outreach can rapidly widen to embrace the entire community.	Steering group - informed via outreach & feedback mechanisms - to assess risk and react accordingly - specific strategies to mitigate Islamophobia may need to be developed	Various, depending on level of risk & mitigation strategy	Steering Group			Conduit for all evaluation criteria
		Facilitated local & international debates and fora, such as National Forum on Extremism & Islamophobia, with target audience organisations identified by outreach programmes					
5. Empower mainstream Muslims in the UK and abroad to challenge the ideology and help improve public understanding of Islam	Challenging ideology cannot be entered into directly by Government, but via influential spokespeople/bodies engaged with by the Government Improving public understanding should be driven by the community (to avoid overt favour) but can be supported/sponsored by Government	Building media capacity in Muslim communities to enable them to combat media stereotyping and present more representative people and events	Fora, Muslim media and local community channels	HO Policy/Comms FCO Policy/Comms			- National polls - National / local media monitoring
		World to ward media via spokespeople		HO Policy/Comms FCO Policy/Comm			
6. Establish a clear strategic plan, co-ordinate Government's increased communication activities and generate ongoing insight into our audiences that can be shared with our colleagues in policy, operations and communications	Create a steering group involving major departments, task working group to create strategy, gain buy-in from No10 and relevant TIDO and DA committees, establish steering group as proactive controller of comms strategy and instigator of key research commissions	Steering group formed & draft strategy presented	Internal channels	HO/FCO/GCG/COI	£42,500 £10,000	Complete Audit briefed and underway JToker to drive through Complete - next IRG set for early Dec CO Comms to set up networks	
		Detailed action plan with named responsibilities		HO/FCO			
		Conduct communication audit		GCG: Conrad Bird			
		Refine & test core script with audience	outreach	GCG/HO/FCO: John Toker			
		Test strategy with Industry Reference Group		COI: Ross James			
		Monthly meetings to monitor strategy and receive feedback from 'world to ward' activities	Internal channels	GCG: John Toker	£100,000	HO briefing research as first stage of engagement activity	
		Key audience research to establish insight to feed into strategy and produce smarter, attitudinal segmentation (around propensity for extremism)		HO: Duncan Fulton			



**PREPARING FOR EMERGENCIES
WHAT YOU NEED TO KNOW**



are prepared for an emergency?

Would you know what to do if a bomb went off in your street? Or if someone was injured? Do you know the emergency procedures at your children's school? At your office?

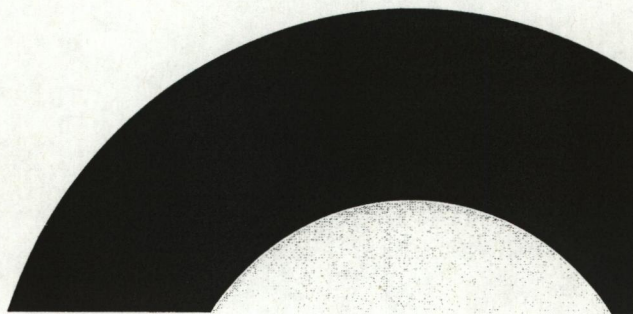
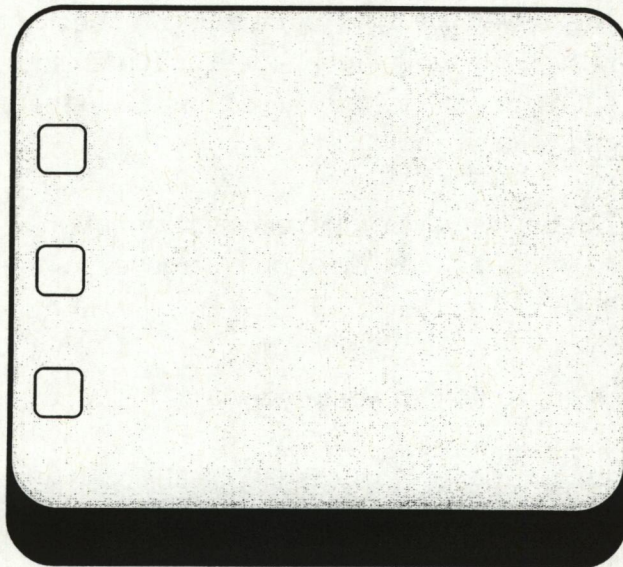
The emergency services are trained to deal with a wide range of emergency situations, but there is a lot that you can do to help them and yourself.

This booklet gives you practical information on what to do in case of an emergency.

What to do in an emergency	2
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what to do in an

If you are involved in an emergency situation, your common sense and instincts will usually tell you what to do. Just try to stay calm and think before you act.



If you are not involved in an incident, but are nearby or think you might be in danger, the general advice is:



GO IN

Go inside a safe building



STAY IN

Stay inside until you're advised to do otherwise



TUNE IN

Tune in to local radio or TV for more information

There will always be certain occasions when you should not "go in" to a building, for example if there is a fire. If in doubt, use your common sense or ask a member of the emergency services.



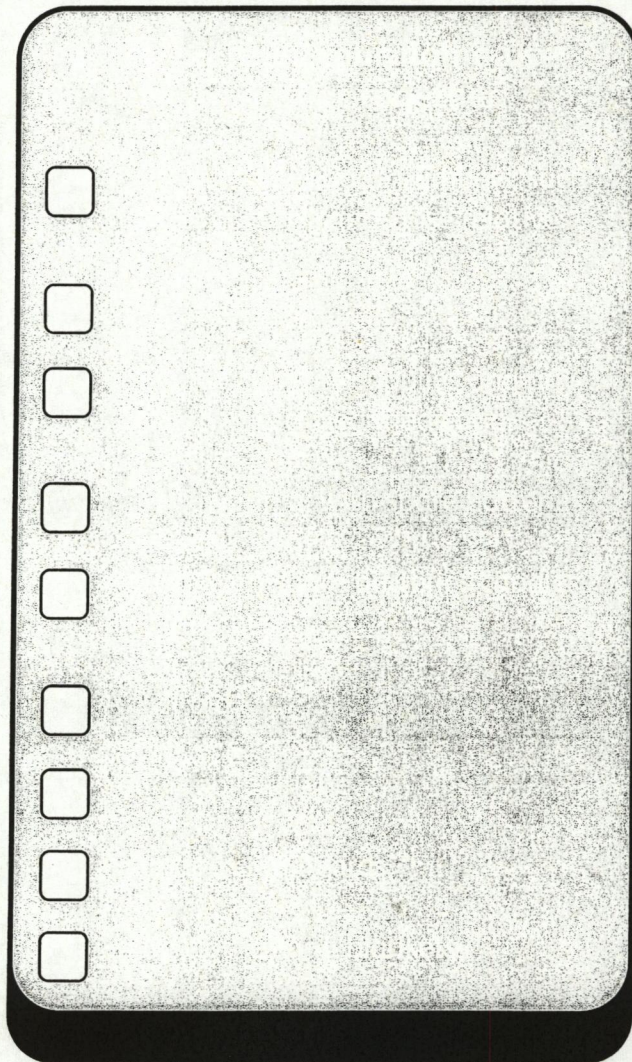
what to do to for an emergency

By planning ahead you can be prepared for any emergency if and when it happens.

A vertical rectangular box with rounded corners, containing a list of seven empty checkboxes on the left side. The checkboxes are arranged vertically, with the first one at the top and the last one at the bottom. The box is intended for a user to write down steps for an emergency plan.

what to do if you are
at when an
emergency happens

The best advice is to stay inside until you're
advised to do otherwise. Tune in to local radio
or TV for more information.



- ☐
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what to do if you are asked to ~~leave your home~~ by the emergency services

This is very unlikely to happen, but if you are asked to leave your home please do it as quickly and calmly as possible. Take with you the items from the previous page.

☐

☐

☐

what to do if you're at

All employers have a responsibility for the safety and security of their staff. Your employer should have arrangements in place to deal with the impact of a major incident or disaster. Make sure you know what you need to do if there is an emergency at work.

If you run a business and want advice on emergency planning go to www.mi5.gov.uk

what to do if your children are at

If there is a major emergency while your children are at school you will naturally want to collect them as soon as possible. But it may not be safe to do this. All schools have plans to cope with local emergencies such as fire and flood, and teachers and support staff will do everything they can to look after all their pupils.

Please **tune in** to your local radio station. There will be announcements to let you know about the arrangements for collecting children from school.

You can find out more about school emergency planning from www.teachernet.gov.uk/emergencies

what to do if there is a bomb threat or explosion

Keep calm. Think before you act. Listen to the advice of the emergency services.

Bomb threat

If there is a bomb warning where you are working, follow the advice of the people in charge.

Bomb explosion

If a bomb goes off in your building, look for the safest way out.

If a bomb goes off outside your building, stay inside – away from windows, lifts and outer doors in case there is a second bomb.

If you became trapped in debris as a result of an explosion, this may help save your life:

- Stay close to a wall and tap on pipes so that rescuers will be able to hear you
- Do not use matches or lighters in case there is a gas leak.

IMPORTANT

If you saw the explosion, stay in the area in a safe place and tell the police what you saw.

preventing a bomb attack

Terrorist bomb attacks mostly happen in public places, especially where people gather or travel. You can help prevent an attack happening by:

- Ⓢ Being vigilant
- Ⓢ Looking out for suspicious behaviour, vehicles or packages.

If you see anything suspicious, call the Police Anti-terrorism Hotline on **0800 789 321**. All calls are confidential.

If you think there is an immediate threat to life call **999**.

what to do if there is a fire

Keep calm. Think before you act. Listen to the advice of the emergency services.

Key things to remember:

- Ⓢ Get out
- Ⓢ Stay out
- Ⓢ Call 999
- Ⓢ Never use the lift
- Ⓢ If moving or trapped in smoke stay close to the floor where the air is cleaner
- Ⓢ If a door feels hot, do not open it, as it probably means there is a fire on the other side
- Ⓢ Never re-enter a building until the Fire and Rescue Service has made it safe.

what to do if there is a chemical, biological or radiological (CBR) incident

Keep calm. Think before you act. Listen to the advice of the emergency services.

- Move away from the immediate source of danger
- Wait for the emergency services to arrive and examine you and, if necessary, decontaminate you.
- Don't go home untreated. You could contaminate others and make any incident worse.

What is decontamination?

Decontamination will help get rid of any contaminated substances that you might have come into contact with. It involves showering with soap and water and putting on temporary clothing that will be provided for you. It's very important that this takes place where the incident happened, so that other areas, including your home, don't become contaminated.

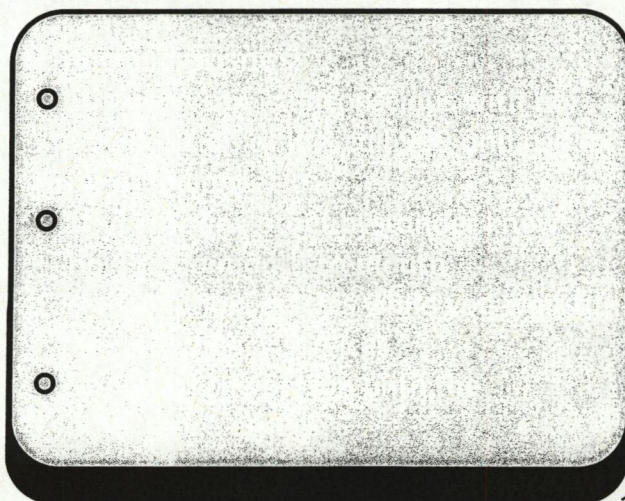


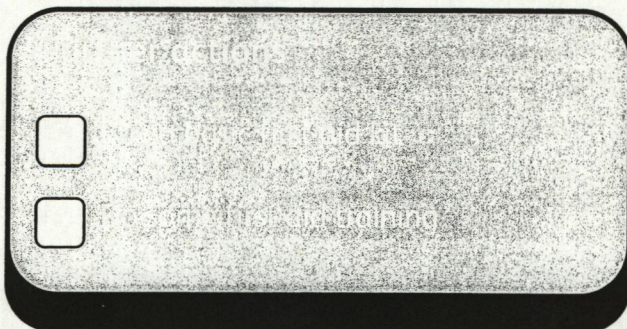
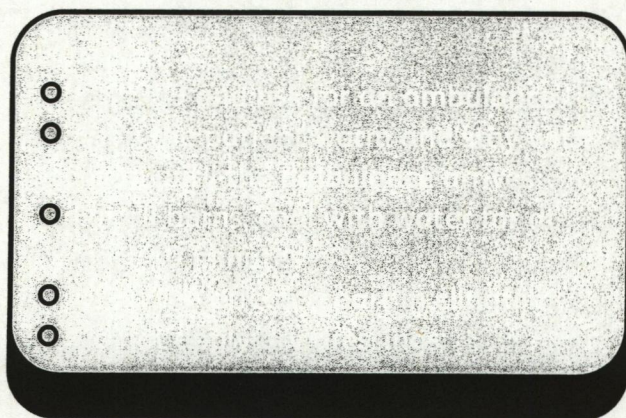
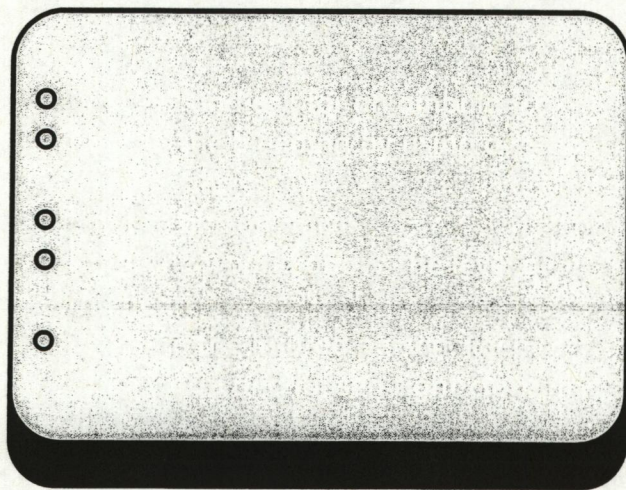
what to do if someone is

Knowing what to do if someone is injured could help save lives. If someone is hurt, the following steps will keep them as safe as possible until professional help arrives:

- ⦿ If people are seriously injured call 999 immediately
- ⦿ Keep calm
- ⦿ Make sure you and the injured person are not in danger
- ⦿ Keep an eye on the injured person's condition until the emergency services arrive
- ⦿ Assess the injured person carefully and act on your findings using some basic first aid.

Familiarise yourself with some basic first aid and how to deal with some of the more common situations.





contact details

Emergency numbers

Emergency services	999
NHS Direct	0845 4647
Anti-terrorism Hotline	0800 789 321
Foreign and Commonwealth Office	0870 606 0290

Useful web addresses

Preparing for Emergencies
www.preparingforemergencies.gov.uk or
www.goinstayintunein.gov.uk

Environment Agency – flood warnings
www.environment-agency.gov.uk/subjects/flood/floodwarning/

DfES – Teachernet
www.teachernet.gov.uk/

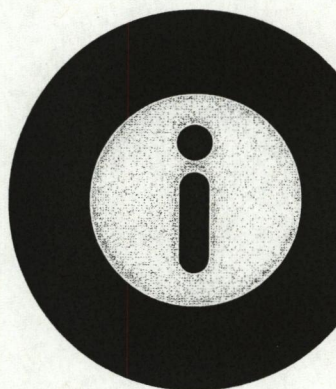
BBC News
<http://news.bbc.co.uk/>

NHS Direct
www.nhsdirect.nhs.uk/

Foreign and Commonwealth Office
www.fco.gov.uk

Home Office Security
<http://security.homeoffice.gov.uk/>

Police
www.police.uk



You might want to fill in some of these numbers, which you'll be able to find in your local telephone directory.

Local police station

Local authority

Doctor

Work

School/s



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